

ESTIMATES COMMITTEE

FOURTH REPORT 1950-51

MINISTRY OF WORKS, MINES & POWER



PARLIAMENT SECRETARIAT
NEW DELHI
March, 1951

CONTENT

	PAGES
Introduction	ii
Estate Office	1—11
Stationery and Printing Department	12—25
Central Public Works Department	26—38
Geological Survey of India	39—41
Central Electricity Commission	42—47
Secretariat of the Ministry of Works, Mines and Power	48
APPENDIX	49—61

INTRODUCTION

I, THE Chairman of the Estimates Committee, having been authorised by the Committee to submit the report on their behalf, present this fourth report to Parliament on the Ministry of Works, Mines and Power. This report does not cover the entire field of activities under the control of the Ministry of Works, Mines and Power but contains recommendations on such of the organisations only as the Committee could examine in the time at their disposal.

M. ANANTHASAYANAM AYYANGAR,

NEW DELHI;

The 24th March, 1951.

Members of the Estimates Committee, 1950-51

Shri M. Ananthasayanam Ayyangar (*Chairman*).

The Honourable Shri Satyanarayan Sinha

Shri Harihar Nath Shastri

Shri Khandubhai K. Desai

Dr. B. Pattabhi Sitaramayya

Shri Ramnath Goenka

Syed Nausherali

Shri Raj Bahadur

Shri Upendranath Barman

Pandit Balkrishna Sharma

Shrimati Renuka Ray

Shri Arun Chandra Guha

Shrimati G. Durgabai

Shri B. Shiva Rao

Shri Hari Vishnu Kamath

Shri Mahavir Tyagi*

Shri Banarsi Prasad Jhunjunwala

Shri Ajit Prasad Jain†

Sardar Hukam Singh

Shri Sarangdhar Das

Shri V. C. Kesava Rao

Shri Biswanath Das

Shri R. K. Sidhva

Prof. N. G. Ranga

Shri Mohanlal Gautam

Shri Jaspal Roy Kapoor‡

SECRETARIAT

Shri M. N. Kaul (*Secretary*)

Shri S. L. Shakhder (*Officer on Special Duty*)

*Resigned on 22nd February, 1951.

†Resigned on 27th June, 1950.

‡Elected on 21st December, 1950.

ESTATE OFFICE

THE Estate Office is responsible for the allotment of office accommodation to the various Central Government offices and residential accommodation to Government servants in Delhi, Simla, Bombay and Calcutta as also residential accommodation for Members of Parliament. The Estate Office is also responsible for allotment of office and residential accommodation to the offices of the Delhi Administration, various public and quasi-Government bodies like the Central Board of Irrigation, Industrial Finance Corporation, the World Health Organisation, Nursing College, etc., Foreign Embassies and Delegations, Indian and Foreign Correspondents and Representatives, invitees to conferences convened by Government or held under Government auspices at Simla and Delhi, and finally Officers and Representatives of States and Government guests visiting Delhi on duty. It requisitions and leases private bungalows when required for Government business, manages and supervises the catering arrangements in Government hostels, manages the Orphanganj Market in Calcutta and lets refrigerators, air-conditioning units and desert coolers both for official and private use of Government servants. The office is also responsible for assessing rents due from the allottees.

Staff position

2. The present strength of the Estate Office is 1 Estate Officer, 1 Joint Estate Officer and 7 Assistant Estate Officers, 1 Superintendent of Catering, 2 Estate Managers at Bombay and Calcutta and 1 Superintendent, Orphanganj Market, and 328 non-gazetted staff and 138 Class IV servants. The budget estimate for 1950-51 for this office is Rs. 13,50,300. This figure includes Rs. 2,92,000 provided for running the various hostels against which recoveries are made in the rent levied from the occupants. The staff position in the various offices at Delhi, Simla, Bombay and Calcutta and the estimates of expenditure are shown below:—

Offices	Staff	Salaries	Estimates of expenditure		
			Allowances, etc.	Total	
		Rs.	Rs.	Rs.	
Delhi & Simla	Officers	10	93,000	} 3,54,282	8,74 282
	Ministerial staff	290	4,27,000		
	Class IV staff	77			
Bombay	Officer	1	7,460	} 33,375	56,435
	Ministerial staff	10	15,600		
	Class IV staff	6			
Calcutta	Officers	2	12,160	} 67,623	1,27 583
	Ministerial staff	28	47,800		
	Class IV staff	55			
TOTAL			5,03,020	4,55,280	10,58 300

The draft of this report was sent to the Ministry and others concerned on 29 November, 1950. This final report incorporates factual changes pointed out by the Ministry.

Fourth Report

Application for allotment: How dealt with

3. The Committee were informed that applications for allotment of residential accommodation were called from Government servants every six months. During 1949 about 75,000 applications as against 16,800 houses were received in the Estate Office. Under the procedure as it stands at present every Government servant eligible for Government accommodation is compulsorily required to apply every six months irrespective of the fact whether he is already in possession of Government accommodation or not, or whether he has previously applied or not. This procedure has been allowed to continue in spite of the fact that out of these thousands of applications only a trickle in fact get accommodation each season. In addition to these periodical applications new applicants are required to apply immediately they come to Delhi despite the fact that there are remote chances of their getting any accommodation. When the Estate Officer was asked whether this procedure involved any extra work in his office, he stated as follows:

"The calling of applications every six months does not at all add to our duties. On the contrary these applications are intended to help in the checking of salaries of officers and to see that there is no loss (of rent)".

It is surprising that the receipt of such a large number of applications in the office of the Estate Officer should cause no additional work in that office. It may be due to the fact that that office is already overstaffed and the huge work involved in receiving, sorting, sifting and listing of applications every six months should be considered as a normal function in the office, or that the office is really careless about these applications and does not take any action on them. In any case the statement made by the Estate Officer is astounding and the Committee cannot conceive that merely for the checking of emoluments of officers such a tedious and lengthy procedure should be in existence. It is also of importance that whatever the merits of this procedure in so far as the Estate Office is concerned, it does certainly involve additional work, in the various Ministries and Departments of the Government of India which have to send these applications and statements, besides leading to enormous waste of paper, stationery and time of the officers in the Ministries and Departments concerned. The Committee feel strongly that the present procedure should immediately be revised and the system of calling applications every six months should be abolished. The Committee consider that a proper course would be to call an application only once at the initial stage from an eligible officer and to open a card for him. A further application should be invited from him only when he becomes entitled to accommodation of a different class or when there is any change in the particulars furnished by him previously which will be of assistance to the Estate Office, it being incumbent on the officer to intimate to the Estate Office when he is transferred from Delhi or when he gives up his residence. The Committee are also of the opinion that the responsibility for furnishing correct particulars promptly to the Estate Officer should be cast on

Estate Office

the Ministries and Departments and officers concerned so that there is no delay in the matter. If the procedure indicated above is followed, there is no doubt that it would afford considerable relief to all individual officers, Ministries and Departments of the Government of India, lead to reduction of surplus staff in the Estate Office and economy in expenditure on forms, stationery, printing, etc.

A cumbersome procedure

4. The plea of the Estate Officer referred to in the preceding paragraph that applications are intended to help in the checking of salaries of officers and to see that there is no loss of rent to Government is in the opinion of the Committee not convincing. The Estate Officer has rent sections in his office which are responsible for assessing the rent of each individual allottee for the accommodation allotted to him and also for issuing the necessary rent bills. These rent bills are sent to the Ministry or the Department of the officer concerned as well as to the Accounts Officer. It is the responsibility of the Ministry and the Accounts Officer concerned to ensure that the rent specified in the rent bill has been deducted. In the Estate Office itself a rent card is maintained for each officer and building. The procedure adopted by the Estate Office in calling for thousands of applications and then verifying from each such application whether the emoluments of an officer have undergone a change since the particulars last recorded on the rent card is a tedious process the results of which are not commensurate with the labour involved therein. It means that each application should be first sifted in the allotment section and then again in the rent section and it is common knowledge that in 80 to 90 per cent cases the emoluments may not have changed during the preceding six months. It appears to the Committee that this procedure is cumbersome, complicated and involves more expense than is justified.

Rent collection: New procedure suggested

5. The Committee consider that by far a simple procedure would be to cast the responsibility of collecting rent on the Ministries and the Accounts Officers. The rules for charging rent are very simple. The allottee has normally to pay rent at the rate of ten per cent of his pay or the assessed rent of the building if that be more favourable to him. The Committee suggest that as soon as building is allotted to an officer a rent bill may be prepared by the Estate Officer and sent to the Ministry and Accounts Officer concerned saying that the officer is liable to pay such and such rent. The Ministry and the Accounts Officer will thereafter be responsible for collection of rent at the rate given in the rent bill until further advice from the Estate Office. If this simple procedure is followed the Estate Officer will not be required to prepare and send thousands of rent bills every month. In cases of non-recovery of rent strict rules should be laid down that the officers paying the salary bills of the allottees shall be responsible for any loss to Government on this account. Considerable reduction

Fourth Report

of manpower in the Estate Office and saving of stationery forms, etc. will accrue if this procedure is followed. In case of changes in the emoluments of officers or if the rent liability of an officer varies from the one intimated by the Estate Officer previously the Ministry and the Accounts Officer concerned should be authorised to collect the rent at the revised rates provisionally until confirmed by the Estate Officer. This will prevent loss of rent to Government in case there is delay on the part of the Estate Office in notifying the revised rate. The Ministries and the Departments should co-operate in intimating changes in emoluments to the Estate Office at once in the case of persons who have been allotted Government accommodation in order to enable that office to issue revised rent recovery statements.

In this connection it was also brought to the notice of the Committee that in certain cases rent cards in the Estate Office were missing. Although it was stated that the number of such missing cards was negligible, the Committee view it with concern that there should be any laxity of procedure or control in this matter. The Committee therefore consider that periodical inspection by officers should be conducted to see that the cards are being maintained properly and that there are no losses; in case of losses severe action should be taken against persons responsible for them.

Out-of-turn allotments

6. The Committee view with great concern the system of sanctioning out-of-turn allotments of Government accommodation under the discretionary powers of the Ministry of Works, Mines and Power. The practice, the Committee would like to observe, has given rise to allegations of nepotism and favouritism and is causing great discontent among the Government servants. From the material furnished to the Committee it is observed that during the year 1949 as many as 369 persons of all classes were allotted out-of-turn accommodation. While the Committee feel that in certain deserving cases it might be necessary to make exceptions and to sanction out-of-turn allotments, they consider that such a large number of out-of-turn allotments should not be made purely in discretion however high the position of the officer making such allotment might be. The Committee would therefore strongly recommend that out-of-turn allotments should be made in accordance with some well-defined principles. As a result of the past experience the Ministry of Works, Mines and Power must by now be in a position broadly to categorise cases which deserve to be considered for out-of-turn allotment of accommodation. Accordingly, the Committee suggest that these categories of cases should be listed separately and out-of-turn allotments made in future in accordance with the guiding principles underlying these cases. It is also recommended that these principles should be laid down by the Ministry in consultation with the Standing Advisory Committee of Parliament attached to that Ministry. Any further cases that might

Estate Office

arise in future, but which are not covered by the list, should be added to it after the approval of the Standing Advisory Committee has been obtained.

Government hostels

7. There is at present great disparity in the levy of rent for accommodation provided in Western Court and in the Constitution House. It was admitted by the representative of the Ministry of Works, Mines and Power before the Committee that some Government Hostels were running at a loss. When some of the members of the Committee visited the Estate Office recently they found that there were a large number of complaints about the quality of food supplied in the hostels and supply of water and other amenities. It is a matter of great importance that Government hostels should be run on more efficient lines and economical basis. The Committee recommend that urgent steps should be taken to undertake a revision of the rent for accommodation provided in Government hostels and to improve the quality of food and standard of service in them. The accounts of these hostels should be maintained on commercial lines. The Committee also recommend that the question of making messing optional in Government hostels should be carefully considered by Government in order to mitigate the grievances of residents against the quality of food and the charges made therefor.

Tiffin rooms

8. The Committee feel that the management of tiffin rooms in the various Government Departments should be on more efficient lines. The standards of these tiffin rooms vary from office to office and place to place. There is urgent need for formulating a revised policy for the maintenance of the tiffin rooms for the use of the staff of the various Government Departments. The quality of food articles provided by the existing tiffin rooms is in some cases much below the ordinary standard and the charges are exorbitant. It is necessary that for the health and welfare of Government servants the tiffin rooms are properly managed and the food articles served by them are not only of good quality but cheaper in cost. The Committee consider that instead of giving out contracts to various persons for running these tiffin rooms the cooperative canteen system should be examined and introduced. They understand that the cooperative canteen system has been introduced wherever local committees or Ministries directly concerned have asked for it and are in a position to work it. They suggest that in other cases also instead of giving out contracts for running the tiffin rooms the cooperative canteen system should be examined and introduced.

Unauthorised occupation of Government quarters

9. At present a number of persons, most of whom are displaced persons, are in unauthorised occupation of Government houses.

Fourth Report

It is necessary that topmost priority in the allotment of houses or accommodation constructed or provided by the Rehabilitation Ministry for displaced persons should be given to these unauthorised occupants so that the Government houses released by them are in turn available for allotment to the Government servants concerned. The Estate Officer should effectively use his power of eviction in cases where alternative accommodation has been provided to these unauthorised occupants in order to avoid loss of rent to Government and to relieve scarcity of housing accommodation. The representatives of the Ministry of Works, Mines and Power, however, stated before the Committee that although alternative accommodation had recently been provided to the unauthorised occupants of Government accommodation, a hitch had been caused as the persons concerned had represented to the Prime Minister that ordinary amenities of life, such as water, facility of imparting education to their children, were absent in certain townships and the orders regarding their shifting had accordingly been suspended for the time being. The Committee consider that immediate action should be taken by Government to provide these facilities without delay so that these townships are brought into use and the Government accommodation thus released is made available to the Government servants concerned who are at present experiencing lots of difficulties without proper accommodation.

Subletting of Government quarters

10. One of the worst features that has come to the notice of the Committee is that Government residences are sublet by the allottees without permission of the Estate Officer with a motive of making huge profits over them by taking advantage of the prevailing scarcity of accommodation. The representatives of the Ministry of Works, Mines and Power admitted that although this malpractice was very much in vogue, they were unable to curb it as they did not get tangible evidence nor did the sub-tenants ever admit that they were staying in a particular house and were paying any rent. The Committee feel that Government should not show their helplessness in the matter. With all the available machinery of Government at their command they should easily detect such malpractices and bring the culprits to book. The Committee are not prepared to agree that the Ministry or the Estate Officer made genuine efforts to put a stop to this growing nefarious practice. It is a symptom of the lowering of morals on the part of the Government servants and a tendency to stoop to low standards of life. The Committee consider that effective action should be taken by Government on some satisfactory evidence to put a stop to the present practice by black-listing both the allottee and the person to whom a Government servant might be subletting without the knowledge of the Estate Officer. It is not necessary for Government to take these cases to law courts, but they should be dealt with by them administratively by inflicting punishments on the persons con-

Estate Office

cerned by debarring the persons concerned from further allotment of accommodation.

The Committee are confident that if thorough investigation is conducted by the Estate Officer and tangible proof obtained, there is no doubt that the practice will altogether stop after a few persons are punished suitably. Effective action is necessary as Government servants who are responsible for the administration of the country should be men of highest integrity and set an example by laying before them higher standards of honesty and respect for rules and laws of the country. Government should therefore consider this matter very carefully and urgently and lay down rules calculated to stop this evil practice.

Arrears of rent

11. It was brought to the notice of the Committee that several lakhs of rupees representing the arrears of rent and damages recoverable from the unauthorised occupants were lying unpaid. Effective steps should be taken by the Estate Officer to recover the amounts from the persons concerned as early as possible and any difficulties in the way of the realisation of these arrears should be solved by the Ministry of Works, Mines and Power by means of administrative or other suitable measures.

Out-of-class allotments

12. The Committee noticed that houses meant for lower income groups were in some cases allotted to higher income groups on one pretext or another. Whatever the merits of the case the practice of allotting houses to persons not belonging to the appropriate class or category of Government servants is very unsatisfactory and should be deprecated. In these days of housing shortage and high cost of living it is obviously difficult for officers in lower income groups to manage without proper accommodation for years together. Government should make an inflexible rule that accommodation intended for a particular class of officers is always utilised for that section of Government servants only and is not allotted to any one outside that class.

Implementation of the scheme of reclassification of residences

13. The Committee were informed that all the Government buildings in New Delhi had been reclassified in accordance with the recommendations of the Economy Committee and their rents had been rationalised in order to spread an even burden on the allottees. The Committee however understand that although reclassification took place about eight or nine months ago no scheme has been formulated whereby houses meant for a particular class of officers have been allotted to them. It is, therefore, likely that Government may suffer loss in rent while at the same time an officer may be prevented from occupying a house of his class for an

indefinite period. Government must fix a time limit within which the State Officer should make necessary changes in order that officers occupy the houses of their class only and do not indefinitely continue in houses which are not appropriate to their class.

Shifting of Offices outside Delhi

14. It is common knowledge that office accommodation in Delhi is very inadequate for the growing and expanding needs of the Central Government. The Committee were informed that Government had for some time under consideration the question of shifting some of the offices out of Delhi in order to relieve pressure both of office and residential accommodation and utilise building and other accommodation which was at present lying vacant in some places outside Delhi. When asked about the delay in the implementation of these decisions, the Committee were told by the representatives of the Ministry of Works, Mines and Power that firstly, in some cases the Departments concerned were not agreeable to shift their offices and secondly in some cases representations had been made that while office accommodation was adequate at some of the places, residential accommodation was not available. The Committee feel that the reasons given by the Ministry of Works, Mines and Power are not sufficient to abandon the idea of shifting offices outside Delhi. There is at present a great scarcity of office as well as residential accommodation in Delhi and due to financial position of the country, it is also not possible to embark upon any large scale building programme. It is, therefore, necessary that Government should utilise all the available accommodation outside Delhi without any further delay.

The Committee feel that instead of investing further monies on new buildings in Delhi, Government could profitably spend a lesser amount and construct such additional accommodation as may be necessary to meet the needs after the transfer of offices to places outside Delhi. The Committee are of the opinion that in order that this may be pushed through as quickly as possible a committee should be appointed which should go into the question of what accommodation is available at places outside Delhi and then decide which offices should be shifted. A time limit within which the committee should report and thereafter its recommendations are to be implemented should be fixed. There is no use considering matters and making plans without arriving at any final decisions. The intransigence on the part of the Government Departments in regard to shifting their offices as per orders of Government should be put down strongly and no appeals against the decision of the committee referred to above should be entertained ordinarily. It is obvious that any delay in this connection is injurious to the health of the employees who are working under unsatisfactory and insanitary conditions and live in poor accommodation, whether Government or private. One of the first considerations of any Government should be to provide neat and

Estate Office

clean environments and proper accommodation for its employees. It is unfortunate that for various reasons these requirements cannot at present be complied with to the full extent, but increased efforts should be made to attain the proper standard in this regard.

In this connection the Committee would also like to observe that the various hutments that were completed in Delhi during war have outlived their time limit. It is difficult to maintain them for any considerable time or period without undertaking considerable repairs at enormous costs. It is, therefore, necessary for Government to decide now and draw up a plan for construction of adequate office accommodation in Delhi for such offices as have to remain in Delhi permanently.

Refrigerators and air-conditioning units

15. The Estate Officer is also concerned with the supply of refrigerators and air-conditioning units at the residences of officers and for collection of rent thereof. A huge establishment is also maintained by Government for custody, upkeep and maintenance of these plants and machines. It has been brought to the notice of the Committee that in regard to the air-conditioning units alone Government is incurring a recurring loss of over Rs. 40,000 annually. It is stated that the loss on air-conditioners is largely due to a recent increase of rent and the age of the machines. The Committee are generally not in favour of Government undertaking the supply of refrigerators and air-conditioning units, etc. to officers for their private use. They, however, recommend that no expenditure should be incurred by Government in future for the purchase of additional refrigerators, etc. for private use, and the existing ones should be maintained on a no-loss basis. Efforts should also be made, if possible, to recover the loss already incurred on the maintenance of these units.

Machinery to deal with complaints

16. The Committee feel that effective machinery should be devised to deal with complaints. At present complaint books are maintained in the Estate Office but are rarely used. In order that the aggrieved persons are made to use the complaint books the Committee suggest that the system of granting interviews should be discontinued altogether and all such persons directed to register their grievances in the complaint books maintained for the purpose. This procedure should also be circularised to all the Ministries, etc. of the Government of India so that the aggrieved persons are made aware of the maintenance of complaint books in the Estate Office. The complaint books should be regularly inspected by the Estate Officer who should cause an investigation to be made into the facts of each case. The complaint books together with the review of the Estate Officer in the case of each complaint should be examined by a senior officer of the Ministry of Works, Mines

Fourth Report

and Power, weekly or fortnightly, in order to ensure that complaints entered therein have been properly dealt with, and grounds of hardship removed as far as possible.

Scale of work

17. An Assistant in the Estate Office is entrusted with work arising out of the allotment of 400 quarters. It is felt that the scale is too low as there is very little work left for the Assistant after the quarter is allotted to an officer. It is visualized that work is likely to arise only when there are transfers or shifting from one house to another. As these events are of limited frequency the work arising therefrom does not seem to be sufficient to occupy an Assistant throughout the day all the year round. Assuming that there are 20 per cent. change of allotments every month it would come to 80 receipts which on an average means 3 or 4 receipts a day. In the opinion of the Committee this scale is far below the amount of work that an Assistant should be expected to turn out. It is considered that the scale should be so revised as to give each Assistant a complete day's work. The Committee accordingly suggest that an Assistant should attend to work of 800 quarters at least. The Committee have suggested earlier that the responsibility for collecting rents should be cast on the Ministries and the Accounts Officers concerned. After the first rent bill has been sent by the Estate Office subsequent work will be done by the Ministries themselves. It is therefore recommended that the staff of the rent sections should be reduced by at least 50 per cent. The revised scales and reorganisation of work on the above lines will mean that instead of the four Estate Sections dealing with allotment of residential accommodation only two sections will be required and two out of the four rent sections will be abolished. Similarly there are two sections—one dealing with establishment and another dealing with accounts and budget. As in other Departments there should be only one section dealing with both establishment and the accounts and the budget matters of the office. The two sections should therefore be merged into one and necessary reduction of staff effected. The Committee have also suggested in the case of the Ministries of Industry and Supply and Commerce that each Assistant should be required to dispose of at least 15 receipts a day instead of 5 receipts as at present. The strength of staff of the remaining sections should therefore be assessed on this higher scale of work and the superfluous staff reduced.

Assistant Estate Officers

18. Consequent on the reorganisation of the office as recommended in the preceding paragraph and in view of other suggestions regarding calling of applications dealing with complaints etc. the number of Assistant Estate Officers should also be reduced. During

the current year the number of posts of Assistant Estate Officers has been increased from six to seven. No cogent reasons for such an increase have been given to the Committee. The Committee feel that the duties of the Assistant Estate Officers can be regrouped on a more rational and scientific basis so that the work can be evenly distributed and carried out by four Assistant Estate Officers only. Three Assistant Estate Officers may deal with allotment of accommodation, rent assessment and eviction of unauthorised persons, and the fourth one may attend to administration work catering and other miscellaneous duties.

Catering Superintendent and Inspectors

19. At present the work of supervising the proper running of the Government hostels and tiffin rooms at Delhi is done by the Superintendent of Catering. The Committee do not think there is adequate justification for the employment of a wholetime Catering Superintendent. The work can as well be looked after by the Joint Estate Officer. It is therefore recommended that this post should be abolished.

The Committee are alive to the fact that catering in Government hostels has to be attended to with care and attention. They therefore recommend that while making appointments of Inspectors for these hostels it should be ensured that the persons selected have sufficient knowledge of catering. These Inspectors should be entrusted with the work of supervision both in respect of accommodation and catering in the hostels and should attend to all complaints from the residents in regard to these matters.

Merging the Estate Office in the C.P.W.D.

20. The Committee suggest that as a result of the recommendations made in the foregoing paragraph the reorganised Estate Office under the charge of the Joint Estate Officer should be merged as a small unit in the Central P.W.D. and the post of the Estate Officer abolished. A senior officer in the C.P.W.D. should hold charge of the post of Estate Officer in addition to his own, as was the practice before the establishment of an independent Estate Office. In this connection, the Committee would like to state that all work in connection with the repair and maintenance of the buildings, upkeep of lawns, enquiries, etc. is at present the responsibility of the C.P.W.D. while allotment and rent fixation are the only functions of the Estate Office. It might have been an economical proposition to maintain the Estate Office as a separate office considering the number of officers and staff it had on its roll, but in view of its limited functions, the revised procedure of work and reduction of staff suggested by the Committee, it is necessary that the matter should be re-examined and suggestions made by the Committee considered.

Fourth Report

Reduction of superfluous staff

21. The Ministry of Works, Mines and Power have at present three branches W. II, W. III and W. IV which are dealing with matters relating to the Estate Office. The Committee consider that it is a case of duplication of work and staff. They feel that these branches in the Ministry should be abolished and in case any references are received from the Estate Officer, they should be directly dealt with by an officer next in rank above him in the Ministry if the references are important and relate to policy and in other cases of minor and routine nature they should be dealt with by the junior officers concerned in the Ministry. Elsewhere the Committee have stated in detail their views on the relationship and working of the subordinate office *vis-a-vis* the Secretariat. The Committee hope that the duplicate staff in the Ministry will be reduced.

STATIONERY AND PRINTING DEPARTMENT

THE Stationery and Printing Department of the Government of India consists of the Headquarters Office of the Controller of Printing and Stationery, the Government of India Printing Presses at Calcutta, New Delhi and Simla, the President's Printing Press at New Delhi, the Forms Printing Presses at Calcutta and Aligarh, the Central Publications Branch at Delhi, the Forms Store and the Central Stationery Office at Calcutta. The revised figure of gross budget provision for the Department for 1950-51 is Rs. 3,89,91,000 and after accounting for the recoveries from the Paying Departments, etc. of Rs. 2,14,43,000 the net provision is Rs. 1,75,48,000. The figure of net provision includes also a sum of Rs. 4,60,000 on account of the Printing Presses in Part 'C' States under the administrative control of the Ministry of States. Receipts on account of Stationery stores supplied to paying Departments, etc. during the year are estimated at Rs. 72,77,000.

Functions of the Department

23. The functions of the Department may be broadly summed up as follows:—

- (a) Procurement, storage and supply of paper and stationery articles to the Government of India Offices and certain State Governments.
- (b) Printing of publications, forms and other miscellaneous jobs of the Government of India and certain State Governments.
- (c) Storage and distribution of the Government of India Publications and Standard Forms.

Office of the C.P. & S: Functions

24. The Headquarters Office of the Controller of Printing and Stationery deals with all questions of policy, administration and budgeting in regard to the entire Stationery and Printing Department. It farms out to private printers the overflow of printing work which cannot be undertaken in the Government of India Printing Presses, renders technical advice to the Departments having their own grants for printing work and handles questions relating to the storage and distribution of Government of India publications. The Office of the Controller of Printing and Stationery also handles questions relating to procurement of stationery stores, procurement and provisioning of typewriters and office machines, provisioning of

The draft of this report was sent to the Ministry and others concerned on 10th February, 1951. This final incorporates factual changes pointed out by the Ministry.

Fourth Report

paper requirements of the various parts 'A' and 'B' States, advising Chief Controllers of Import and Export in regard to import and export of all items of stationery and office equipment and purchase of printing stores for other Ministries. The total strength of the Headquarters Office consists of 10 officers and 202 other staff.

Budgeting

25. The Committee have carefully examined the question of budgeting of the estimates of the Stationery and Printing Department and have come to the conclusion that the present procedure whereby the expenses relating to the printing work and stationery supplies of all the non-paying Departments are booked under an omnibus grant of the Stationery and Printing Department is disadvantageous from many points of view. Under the present system the Stationery and Printing Department functions as an agency for procurement of stationery stores for the printing work of the various Ministries etc. and it has no urge to keep down expenditure. If the budget allotment is exceeded in any year, the Department comes up as a matter of course with a demand for supplementary grant but feels no particular responsibility in the matter as the excess in expenditure results from the demands emanating from various Ministries. The Ministries and the Departments, whose work is executed through the Controller of Printing and Stationery, also have no incentive to economise expenditure as they are not directly answerable for any excess in expenditure over the sanctioned allotment. They send out printing work of every description and indent for stationery stores without any consideration of the resources available with the Government. If every Ministry or Department is made to feel that the resources of Government are not inexhaustible and the country can ill-afford to waste public funds on unproductive work there will perhaps be lesser congestion of printing work and greater saving of expenditure.

The Committee discussed with the representatives of the Works, Mines and Power Ministry the question of minimising the flow of printing work from the Ministries and have come to the conclusion that the only way of effecting this is to make separate budget provision under the respective grants of the Ministries from which they will pay for their printing work and stationery stores. The effect of such a procedure would be that each Ministry would have to examine its printing demand very carefully in order to keep it within the budget provision. As the Central Stationery Office and the Government of India Printing Presses maintain statistics of the cost of supplies made and the printing work done for non paying Departments, it should not be difficult for the Ministries to make suitable budget provision on the basis of the expenditure actually incurred by the Printing and Stationery Department on their behalf during the past three years. The Committee also feel that as the Ministries have been incurring heavy expenditure in the past, each Ministry should,

Stationery and Printing Department

to start with, be allowed a budget provision of two-thirds of the average expenditure incurred during the past three years. If the budget provision is exceeded, the normal procedure of obtaining fresh allotments should be resorted to by the Ministries concerned themselves and *not* by the Controller of Printing and Stationery. In order to ensure that the budget grants are not exceeded it should be the responsibility of the Controller of Printing and Stationery to keep all Ministries informed periodically of the progress of their expenditure against their grants.

Priorities Committee

26. The Committee were informed that at present there is no system of determining priorities with regard to printing work. Every Ministry sends out its work marked "Priority". Since all work for printing at the Government of India Printing Presses is routed through the Controller of Printing and Stationery, it is of the utmost importance that some machinery is evolved for determining the relative priority of jobs emanating from the various Ministries. The Committee recommend the setting up of an Inter-Ministerial Priorities Committee which should scan the work sent out by the various Ministries and accord priority to each kind of work. The Committee should also satisfy itself in each case whether printing is necessary and whether it should not be more economical and expeditious if an alternative method of duplicating on Gestetner machines were adopted. The very fact that each job will have to be justified before such a committee would in itself make the Ministries and Departments think carefully about the necessity of printing it before sending out a request.

Outside printing

27. The Committee understand that the overall demand for printing of the Government of India far exceeds the total capacity of the Government of India Printing Presses. It is therefore necessary to entrust some of the work to private printing presses also. A panel of approved private printing presses to whom such work is given is kept in the Controller's Office. A schedule of rates for private printing presses is also maintained in the Department which is kept up-to-date by inviting periodical tenders some of which are genuine and some only dummy calls. The Committee were told that in order to cope with the overflow of printing work during and after the war, posts of two Assistant Controllers for outside printing with necessary Ministerial staff were created to handle the work entrusted to private presses. One of these officers is stationed at Calcutta to deal with the printing of forms at private presses and the other officer is stationed at Simla to look after other miscellaneous printing work. These officers farm out work on schedule rates as well as on competitive rates by calling quotations from different private printing presses. In his report dated the 22nd December, 1948 on the ques-

Fourth Report

tion of Government printing *versus* private printing, the Officer on Special Duty in the Office of the Controller of Printing and Stationery remarked:

“20,000 Fcap folio pages are with Outside Printing Branch of the Controller of Printing and Stationery. In spite of every attempt the Outside Printing branch finds it almost impossible to get these cleared through private printers. This is a sufficient indication of the strength and capacity of the private firms in India. They are not even in a position to handle the overflow”.

In regard to the system of farming out work by the Outside Printing Branch, the Officer on Special Duty remarked that the procedure resulted in inordinate delays. He mentioned a few specific instances of delay ranging from 4 to 9 months in simply placing orders on the private printing presses. The Committee are in complete agreement with the opinion of the Officer on Special Duty and consider that the system of farming out work to private printers through the machinery of Outside Printing Branch is defective and that the posts of Assistant Controllers created for the purpose are superfluous.

Direct despatch of forms from presses

28. The Committee understand that the number of standard forms required in some cases runs into hundreds of thousands. In such cases annual rate contracts should be entered into on the basis of the lowest tenders. As and when forms are printed they should be despatched by the press to the respective indentors for which clear instructions should be given at the time of placing orders. Necessary bills for the printing materials supplied should also be sent by the printing presses direct to the respective Ministries or Departments for payment. In the case of small requirements also, where it is necessary to have the forms printed outside, after orders have been placed, the printing presses should be instructed to despatch printed materials as also the bills therefor direct to the Departments concerned for payment. This procedure will obviate unnecessary duplication of work in the Controller's Office and also release a lot of storage accommodation in the Central Forms Store. The staff employed in the Office of the Controller of Printing and Stationery on the work would thus be rendered surplus and should be done away with.

Private printing and paying Departments

29. As regards the other miscellaneous printing work, it is suggested that until the capacity of Government Printing Presses is stepped up to cater to the entire needs of the Government of India the paying Department should be authorised to send their work direct to private printers. A list of the approved private printing presses together with a schedule of their rates should be supplied to all the paying Departments. While the Committee appreciate that technical advice whenever sought for should be rendered by the Controller of Printing and Stationery, they do not think that it is necessary

Stationery and Printing Department

for his Office to scrutinise and check the bills from private printers. The Controller should divest himself of the work relating to the checking of bills from private printing presses. Such bills should in future be settled by the Departments concerned themselves on the basis of the schedule of rates and only such cases where disputes arise should be referred to the Controller for advice. The Controller should however be kept informed of the orders placed and the rates accepted by the Ministries. The Committee, however, hope that this small additional work will not result in the employment of extra staff.

Abolition of Outside Printing Branch

30. Consequent on the adoption of the suggestions made in paragraphs 27, 28 and 29 above the posts of two Assistant Controllers and the Ministerial staff created for the outside printing work should be abolished forthwith.

Inspectors of Printing

31. There is an Inspector of Printing in the Controller's Office whose duty it is to visit private printing presses in Delhi and New Delhi with a view to progress the work entrusted to them by the Controller. The Committee fail to see the justification for appointing a special officer to expedite the printing work when it should be the responsibility of the press themselves to execute their work by the time stipulated in the contract. As already suggested above, the Ministries and Departments who send their work to private presses should deal directly with them in all matters relating to their work. This post is absolutely unnecessary and should be abolished.

Inspectors of Stationery

32. There are two posts of Inspectors, one at New Delhi and the other at Calcutta, whose duties are to visit the Central Government Offices located at Delhi, New Delhi, Simla and Calcutta and to see if any economy can be effected in the consumption of paper and other stationery stores. The Committee do not consider that the superimposition of an additional staff with supervisory powers is a satisfactory arrangement inasmuch as the object can be served equally well by the Departments concerned. The Committee fail to see why the heads of Ministries and Departments should not be trusted to see that all stationery articles are used as economically as possible. The necessity for the elimination of wastes should be enjoined on the heads of Ministries and Departments, who should make periodical inspection of their offices with a view to seeing that proper use is made by all concerned of the stationery articles in their charge. Further, if the Committee's recommendation for making necessary provision for the printing and stationery requirements in the respective Grants of the Ministries is accepted, the Ministries concerned will themselves be alive to the need for economy. The Committee recommend that these posts should be abolished.

Fourth Report

Deputy Controller's Office

33. The Committee understand that a portion of the Controller's Office consisting of the Deputy Controller of Printing, one Assistant Controller of Outside Printing and 32 Ministerial staff is located at Simla. They were informed that this small office had to be kept at Simla on account of lack of accommodation at Delhi. They feel that by this bifurcation of the Controller's Office there is bound to be unnecessary duplication of routine duties resulting in the employment of extra staff. They suggest that after the abolition of the Outside Printing Branch, as recommended above, the remaining staff should be shifted to Delhi and necessary reduction in establishment effected.

Staff and expenditure

34. The strength of the Ministerial staff should be fixed on the basis of the scale of work already laid down by us, *i.e.* one Assistant for 15 receipts a day and one Superintendent for every 10 Assistants and 5 Clerks. The charges under postage, telegrams and telephones should be reduced considerably by the use of cheaper means of communication. The expenditure on travelling allowances of officers and other miscellaneous charges should also be reduced to the minimum necessary.

Controller: Technical Post

35. The present procedure of appointing a non-technical person to the post of Controller is not a satisfactory arrangement. The head of this Department has obviously to control a big technical staff and to render advice on technical matters concerning various aspects of printing matters. The head of such an organization should not only possess administrative talent but should be well-versed in the technical details in order to be able to control the whole organization in an effective manner. The Committee understand that in the U.K. and U.S.A. men of considerable experience in printing work are chosen for similar posts. It is, therefore, recommended that the present procedure should be revised and in future only such persons as have the necessary technical qualifications and administrative experience should be considered for the post. As far as possible, technically qualified men must be recruited for technical posts in this Department.

Press Handbook

36. The Committee understand that the Press Handbook incorporating the rules and regulations for workers was framed in 1880. The Rules for Printing and Binding were last revised in 1935. The Expert Committee (Printing) has stated, that there is very little difference between this and the original set of rules published in 1925. The Committee are surprised that the Department has not taken any action regarding these important matters for such a long time. There should be a regular procedure by which these books

Stationery and Printing Department

should be revised and brought up-to-date periodically. As a preliminary step Government should undertake to revise them at once and bring them in line with the current procedure and conditions. Thereafter the books should be revised periodically and kept up-to-date.

Central Publications Branch

37. The Central Publications Branch consisting of 2 Gazetted Officers and 165 non-gazetted staff is responsible for the storage of Government of India publications, their sale and distribution, fixation of sale prices, advertisement of Government of India publications in newspapers etc. The Committee were informed by the representatives of the Works, Mines and Power Ministry that the organization is run on a no-loss-no-profit basis. They hope that the basis of calculation provides for depreciation allowance and overhead charges in the fixation of the prices of publications. As this organization caters to the needs of the public for Government of India publications it is necessary that a prompt service is ensured. There is at present a general complaint from subscribers that publications are often supplied several months after the date of their publication. A good number of publications which are in great demand are not stocked and on the other hand a large number of publications which are obsolete and out of date are conserved, thus causing undue pressure on space. The Committee recommend that obsolete publications should be weeded out or sold to the public at concessional rates and steps taken to get the more important publications reprinted. One of the sources of income to the Government is the proceeds from advertisements that appear in these publications. Several publications having popular appeal go without advertisements from advertisers. The Committee recommend that Government should explore the possibility of securing suitable advertisements for its popular journals on a commission basis.

Quality printing of journals not necessary

38. It has come to the notice of the Committee that quite a number of publications which are primarily meant for internal consumption are printed on costly art paper thus entailing considerable amount of money to the Exchequer. The Ministries and the Departments which publish journals should be asked not to insist on high class binding and quality printing of those publications which are meant mostly for circulation in the country. Such publications as are intended for circulation and stimulation of our ideas in foreign countries may, however, be printed in a better style on good paper with an attractive get up to enhance the value of the publications.

Staff

39. The strength of officers and staff should be fixed on the basis of the work-load recommended in the Committee's earlier reports and reduction in staff and other expenditure effected accordingly.

Central Stationery Officer, Calcutta

40. The Central Stationery Office, Calcutta with a complement of 9 Officers and 359 other staff is responsible for the supply of stationery requirements of the entire Government of India offices and also all offices under the administrative control of certain State Governments. Its other duties include purchase, inspection and storage of stationery, procurement and supply of typewriters, duplicators and duplicating machines.

The Committee were informed that there is a Shipping and Clearing Section which handles the imports and exports of the Stationery and Printing Department as also of certain other Departments located at Calcutta. The question of entrusting the import and export work of this Department to the Shipping Organisation of the Directorate General of Supplies and Disposals, it is understood, is under examination. As the imports of this Department, *viz.* stationery stores and printing machines, etc. are also arranged by the Directorate General of Supplies and Disposals, it is desirable that the shipping and clearing work is also entrusted to the same agency. It is, therefore, suggested that this work should be transferred to the Directorate General of Supplies and Disposals and the staff doing the shipping and clearing work in the Central Stationery Office dispensed with.

Direct despatch of stationery stores: Regional depots

41. The Central Stationery Office also stocks paper and printing accessories required by the various Printing Presses, both Government and private. As most of the paper mills are situated near-about Calcutta, the Committee feel that it should not be difficult for the authorities to so devise the procedure that all the manufactured paper is stocked by the mills at their premises and despatched to the consignees according to despatch instructions issued by the Deputy Controller of Stationery from time to time. The adoption of such a procedure will save much valuable godown space, minimise work in the Stationery Office and lead to much-needed economy in staff. As far as practicable efforts should be made for the despatch of other stationery goods also direct from the producers and manufacturers rather than routing them through the Central Stationery Office. Various indentors on Central Stationery Office send their indents on the basis of their annual requirements. The Committee therefore suggest that after the annual rate contracts have been finalised with the suppliers they should be instructed to despatch the supplies direct to the indentors.

Stationery and Printing Department

To serve the requirements of areas away from the Central Stationery Office the Committee recommend the establishment of one or two regional stationery depots. That the Ministry itself is conscious of the advantages accruing out of regional offices is evident from the fact that a regional emergency stationery store is functioning at Delhi. The regional offices can cater to the local requirements and also meet all-India requirements for articles available locally.

Reduction in staff

42. In the Central Stationery Office there are two posts of Deputy Controllers—one for stationery and the other for inspection. The Committee feel that some of the functions such as drawing up of specifications for stores can as well be performed by the Deputy Controller of Stationery. They consider that the second post of the Deputy Controller for Inspection is not necessary and recommend that it should be abolished. On the stationery side there are three posts of Assistant Controllers for each of the functions of purchase, supply and stores. They consider that all the three functions are more or less allied and their separation into three distinct compartments leads to over-lapping, lack of planning and of coordination. On the other hand, centralisation of all these functions at one place will lead to better coordination and avoid wastage of man power. Consequent on the adoption of the measures suggested in the preceding paragraph, the Committee feel that it should be possible to combine the three functions of purchase, supply and stores under one Assistant Controller. The posts of two Assistant Controllers should be abolished and also substantial reduction effected in the other staff.

Forms Press and Forms Store, Calcutta

43. The Government of India Forms Store, Calcutta, stores and issues various standard forms to the offices of the Government of India. The forms are printed at the Government of India Forms Press, Calcutta. The Committee consider that the staff in the Forms Store (216 non-gazetted staff) is out of all proportion to the duties performed by this Office. As suggested in the case of the Central Stationery Office, the Committee recommend that a system should be evolved whereby the forms printed at the Forms Press are as far as possible despatched direct from the press to the various offices of the Government of India. This procedure will not only relieve congestion at the Forms Store but will also ensure speedy delivery of the forms to the indenting authorities. The staff of the Forms Store, Calcutta should then be reduced by about fifty per cent.

Government Printing Presses: Question of decentralisation

44. The Committee discussed with the representatives of the Works, Mines and Power Ministry the question whether some small presses now being run and controlled by different Ministries should

Fourth Report

be brought under the overall control of the Works, Mines and Power Ministry or alternatively Ministries having a large volume of printing work to be done which is now done through the Works, Mines and Power Ministry should be given independent printing presses. They were informed by the representatives of the Ministry that the question of allotting separate presses to the bigger Ministries was at this moment more or less an academic one owing to the acute scarcity of machinery. As regards the question of taking over the printing presses now being run by some of the Ministries by the Ministry of Works, Mines and Power they were informed that the number of such printing presses was small and they were mostly of a specialised character. The Ministry was, however, considering the question of taking over the overall supervision of these presses with a view to their eventual amalgamation. As it is not economical to have a number of independent presses, the Committee recommend that the existing arrangements may continue. Some method should however be evolved so that the work between the different presses is divided and there is no undue accumulation of work at any one press. The Committee have suggested the appointment of an Inter-Ministerial Priorities Committee to screen all the matter to be printed with a view to allotting priorities according to the importance of the subject-matter to be printed and it is hoped that the constitution of such a committee will regulate the proper flow of work to the various printing presses.

Press for parliamentary work

45. The Committee understand that about two years ago, the Hon'ble the Speaker had proposed and pointed out the necessity of having an independent press for the Parliament, which would be entirely at the disposal and under the control of the Parliament Secretariat. This proposal was accepted, but it was obviously not possible to give effect to it in the near future, on account of the question of finance, and the difficulty of putting up the required buildings and obtaining the necessary machinery. An interim arrangement had, therefore, to be devised, and as a result of it the Department earmarked a certain number of machines and organised a self-contained unit within the Government of India Press, New Delhi for printing parliamentary work and during rush period other machines and staff was also requisitioned. In course of time it was found that the arrangement was not working satisfactorily, because the Parliament Secretariat had no control over the process of printing. A further arrangement was, therefore, subsequently arrived at by agreement between the Hon'ble the Speaker and the Minister for Works, Mines and Power that for administrative purposes this unit might be under the control of the Controller of Printing and Stationery but for purposes of work it should receive instructions direct from the Parliament Secretariat and should comply with such instructions. The Committee find, however, that in spite of this arrangement there does not appear to be sufficient improvement in

Stationery and Printing Department

the position and Proceedings of Parliament continue to be printed late. It should be noted that with the setting up of Parliamentary Committee the volume of work emanating from the Parliament Secretariat has increased considerably and the work will further increase when the two Houses of new Parliament come into being. With a view to getting all the Parliamentary work printed expeditiously and in time the Committee recommend that so long as the interim arrangement has to continue the unit of the Press which has been earmarked for printing parliamentary work should be enlarged sufficiently to cope with the existing quantity of work and this unit should be further enlarged as and when demands increase.

Low production capacity and quality of printing

46. The Committee has considered the question of low production and deterioration in the quality of printing in Government of India Presses as compared to the private presses. It was explained to them that this was largely due to the old and worn-out machinery and shortage of trained personnel resulting from the opting of the trained employees to Pakistan. The Expert Committee (Printing) in their Report has, however, remarked that even the machinery purchased after 1920 was subjected to the heaviest strain, badly kept and badly handled. Steps should be taken urgently to remedy these defects, if still in existence, and a distinction made between pre-1920 machinery and post-1920 machinery and only machinery purchased before 1920 should be condemned. The Committee recommend that urgent steps should be taken to expedite the procurement of new machinery for which they understand that orders have already been placed abroad. They also recommend that early steps should be taken for the establishment of a training centre for imparting necessary technical training to workers. If due to want of funds, Government are not prepared to start the training centre in the near future, private agencies should be encouraged and helped to start such a centre until such time as the Government training centre can be established.

Nasik Press

47. The Committee understand that Government is going ahead with its plans for the setting up of a new printing press at Nasik and machinery for installation in the proposed press has already been purchased. They are not aware of the considerations that led to the selection of Nasik for the location of the new printing press. They are, however, of the opinion that Nasik is not an ideal place for a printing press doing Central Government work. Most of the paper mills which will feed the new press are situated in Northern India and huge expenditure will unnecessarily have to be incurred on the transport of paper alone. The Central Government Offices are mostly situated in Delhi and considerable delay will result in sending the printing material to Nasik and back-railing of printed copies. Considerable expenditure will also have to be incurred on

Fourth Report

freight charges for sending the printed materials from Nasik to the offices concerned. The Committee consider that such a press should be located either near the place where raw-materials such as paper, etc. can be easily obtained or near the Central Government Offices. They, therefore, recommend that the new press should be installed at Aligarh, nearabout the premises of the present press as this will lead to economy in expenditure on transport charges, as also in the overhead charges.

Bad Planning

48. It has come to the notice of the Committee that while land required for the new press has not so far been acquired the machinery to be installed at this press started coming in about two years ago. The boxes in which these machines are packed are lying in the condition in which they arrived. It is also understood that an officer from Delhi is sent periodically to inspect that the machinery is intact there. It is obvious that Government did not make their plans in advance. The idea of bringing the machinery before the land was acquired and the construction was put up strikes as very odd to the Committee. Time and again they have stated that there is no coordination or proper planning behind the activities of Government. They had also occasion to note in the case of the Sindri Fertiliser Factory that unnecessary expenditure had to be incurred on account of the delay in construction work and in the acquisition of land. They, therefore, strongly, urge that Government should take urgent steps to acquire suitable land at Aligarh and instal the press there as recommended by them. If any delay is apprehended in the acquisition of land or the construction of the building, they suggest that the machinery already received should be distributed between two or three presses where they can be put to use pending their final installation.

The Committee are informed that quite a large number of machines required for the new press have already arrived. The first consignment of machinery was received as early as 24 March, 1949 but no debit has so far been received from the High Commissioner for India in the U.K. They regard this position as unsatisfactory. In order to enable the Department to have a correct appraisal of the money invested in a project, as also from the point of view of correct budgeting, it is of the utmost importance that accounts relating to a year should as far as possible be adjusted within the same year. The Committee therefore strongly urge upon Government to devise means to see that the accounts in this case, as also in other similar cases, are settled quickly and are not carried over from year to year.

Fixation of responsibility

49. It is interesting to note that on the one hand it is argued that for want of machinery Government printing work cannot be expedited and made into a plea for cutting down printing work and for

Stationery and Printing Department

distributing the overflow to private printing presses, on the other hand machinery worth lakhs of rupees is kept idle in closed boxes without any effort to utilize it for meeting emergent needs. The Committee feel that there is a *prima facie* case for conducting an enquiry into the matter as to who have been responsible for this bad planning and inordinate delay in making use of the machinery. There is no knowing that the machinery itself may have deteriorated and may as well have to be condemned in parts when it is finally installed. The Committee are unable to appreciate how public funds can be wasted in this manner. Unless superior officers in the Ministry make it their business to look into these matters deeply and from day to day, it is difficult for any administration to run on efficient lines. They, therefore, suggest that after the facts of the case are established, suitable action should be taken against those persons or authorities who are found responsible for the improper handling of the matter.

Offset printing

50. The Committee understand that the proposed Press at Nasik will have also arrangements for offset printing. They do not think that this is necessary. There is already a Press under the Surveyor General of India which has necessary arrangements for offset printing. There is also another press in the Administrative Intelligence room for the purpose. The Committee have separately recommended in their report on the Ministry of Commerce that this Press should be handed over to the Ministry of Works, Mines and Power. They hope that this will be done early and the offset Printing Press will be put on a commercial basis so that it is utilised to the fullest capacity.

Cost of production

51. The Expert Committee (Printing) in its report had stated that the cost of production in Government Presses was very much higher as compared to the rates prevailing in private presses. When questioned about this the representatives of the Works, Mines and Power Ministry stated that it was a misstatement of facts. It was explained that the rates of private presses varied from press to press throughout India but that taking an average the rates charged by private presses from Government were generally higher than those costed at Government Presses. The Committee feel that either the system of costing in Government Presses is defective or that Government has been paying more for their work executed by private presses than the rates charged by them from public. The matter needs careful examination and the Committee hope that Government will reconsider the whole matter thoroughly and come to conclusions on sufficient data.

Costing system

52. It is essential that in all the industrial undertakings an up-to-date costing method should be in existence. There is a great danger that the various printing presses under the Government of India may run at a loss if the various jobs are not properly costed and a true and more modern costing method is not adopted. It was stated by the Controller of Printing and Stationery before the Committee that a costing system was in vogue for all printing works done. But on closer examination it was found that the present system is archaic and misleading. It should be revised to bring it in line with more modern methods adopted in the U.K. and U.S.A. The Committee suggest that a committee consisting of an expert Cost Accountant and a Master Printer should be formed to evolve a uniform and modern costing system for Government Presses.

Printing of statistical work

53. Printing of Statistical work requires technical skill of a higher order. The Committee are of the opinion that all statistical printing should be done at one Press at which special arrangements can be made for the purpose. It is felt that if statistical printing is spread over a number of Presses it will be uneconomical and will involve delay in the overall printing work of the Government.

Payment of demurrage

54. The Expert Committee (Printing) has also reported that some paper remained in the Calcutta Port Trust godowns for about 10 months for which Government had to pay a demurrage of Rs. 14 lakhs. It was stated by the representative of the Works, Mines and Power Ministry that the Customs Authorities had overcharged and after settlement of the accounts the amount of demurrage was reduced to Rs. 3 lakhs only. The Committee were told that enquiries were being made for taking departmental action against the officials concerned. They feel that action in this matter has been delayed too long for about a year and a half. They recommend that enquiries should be speeded up and the defaulting officers brought to book as early as possible and suitable steps be taken to avoid recurrence of such cases in future.

Non-commission of machines

55. In another case it was reported by the Expert Committee (Printing) that some of the machines received by a Press some months back could not be commissioned for want of electric supply. The Committee are constrained to remark about the lack of coordination in the different wings of the same Ministry and suggest that steps should be taken to reorganise the departmental machinery so as to secure effective coordination between the various units of Government.

Stationery and Printing Department

Powers of local purchase

56. It has also come to the knowledge of the Committee that work at the printing presses is held up on account of the Managers not possessing enough powers to make local purchases or to incur expenditure on petty items. In one such case they were informed that an officer had to incur an expenditure of Rs. 2,200 on hire charges for a lorry because he could not get sanction in time for getting the departmental lorry repaired at an estimated cost of Rs. 865. In another case a machine was reported to have remained idle in a Press because the Manager could not purchase locally a part for putting the machine in order as the amount involved exceeded his financial powers. The Committee recommend that Government should reconsider the question of delegating more powers to heads of offices for smooth and proper working of their offices.

Purchase of printing machines

57. The Committee feel that other things being equal printing machines should ordinarily be purchased from and through local agents and firms so that the machinery in Government Presses is installed free and also free service for a limited period and regular supply of spare parts is guaranteed. The Government Presses at present suffer from lack of such facilities and as a result machines suffer breakdown and remain idle for considerable periods. In this connection it may be stated that the Committee have already recommended in their report on 'Purchase' under the Ministry of Industry and Supply that as far as possible stores should be purchased through local agents. The Managers of presses should also be authorised to get small and emergent repairs done under their own powers. Such a procedure would obviate delays and save unnecessary expenditure to Government.

Appointments to higher posts

58. At present certain higher appointments in the Government of India Presses are made on the basis of seniority. It is necessary that there should be more efficiency in the ranks of supervisory staff and senior appointments. It is also necessary that in these higher posts there should be highly competent technical men who have got experience of the working of the Press as a whole. Therefore the Committee consider that supervisory posts should be declared as selection posts and appointments to them made on the basis of merit alone. It has been brought to their notice that certain appointments are not made through the Union Public Service Commission. The Committee consider that the Commission should be associated with the selection for these appointments.

CENTRAL PUBLIC WORKS DEPARTMENT

THE C.P.W.D. looks after the maintenance of Central Government buildings (excluding Military works), Civil aerodromes and roads, and acts as an agency for the execution of all Civil works of the Central Government, and some of the Part 'C' States, excluding National Highways and River Valley Projects. The C.P.W.D. looks after 400 miles of National Highways also.

The various branches which constitute the Department are the following :—

- (a) Civil Engineering.
- (b) Aviation Engineering.
- (c) Architecture.
- (d) Town Planning.
- (e) Mechanical and Electrical Engineering.
- (f) Air-conditioning.
- (g) Sanitary Engineering.
- (h) Horticulture.
- (i) Finance and Accounts.

Amalgamation of C.P.W.D. and M.E.S.

60. The Committee discussed with the representatives of the Ministry of Works, Mines and Power the possibility of amalgamating the Central Public Works Department and the Military Engineering Service into a single organization with a view to effecting economy in expenditure. The representatives of the Ministry stated that there might not be any difficulty in the amalgamation of the two organizations, if it was decided to carry it out, but they thought it might not result in any substantial economy in expenditure. They had a certain yardstick for a certain unit of staff termed as 'division'. If it was decided to set up one single agency for the execution of all Civil and Defence works, then addition to the staff in proportion to the original works and maintenance work to be taken over from the M.E.S. had to be made. The Committee have not as yet examined the Defence Ministry and the M.E.S. authorities in the matter and cannot come to any definite conclusions. While they feel that an amalgamation of the two departments will be conducive to efficiency and result in some economy also, they wish the question to be kept open until they have had occasion to go into the matter fully with the Defence authorities.

The draft of this report was sent to the Ministry and others concerned on 5 March, 1951. This final report incorporates factual changes pointed out by the Ministry.

Central Public Works Department

Execution of works: Present procedure

61. The Committee were informed by the representatives of the Ministry of Works, Mines and Power and the C.P.W.D. that the present procedure was that all the tenders over Rs. 2 lakhs were accepted by the Chief Engineer, tenders above Rs. 40,000 and below Rs. 2 lakhs by the Superintending Engineer and tenders below Rs. 40,000 by the Executive Engineer. Tenders over Rs. 5 lakhs are accepted by the Chief Engineer only after obtaining the approval of the Hon'ble Minister. When the work is completed the Overseer takes the measurements. According to the C.P.W.D. Manual, measurements have to be recorded either by the Executive Engineer or by one of the Executive Subordinates-in-charge of the works. The Sub-Divisional Officer has himself to record the measurements of all important works. According to the C.P.W.D. Account Code he has to get the bill prepared under his supervision. The rates in the bill have to be entered by the Sub-Divisional Officer and he has to certify the correctness of the quantities, rates and calculations. He is expected to check at least 50 per cent. of the measurements, judged by the money values and the Executive Engineer has to check at least 10 per cent. of the measurements recorded by his subordinates and accept responsibility for the bill as a whole. The Superintending Engineer is expected to examine the Register of works in which quantities, rates and the amount of expenditure on each item are entered. He has also to inspect the various works in progress within his Circle and to satisfy himself that the system of management prevailing is efficient and economical. So far as the day to day work is concerned, it is the Overseer who looks after the work and also gets the papers ready. The Assistant Engineer who has a certain number of works and certain number of Overseers under him gives a check. Often the Executive Engineer makes a second check. Whatever the value of the work, say Rs. 40,000 or 2 lakhs, it is on the Executive Engineer's certificate that the money is paid out to the Contractor. It will thus be seen that the executive responsibility for actual construction, check-measuring and certification vests in the Executive Engineer finally. If however, there is a substantial variation in the approved designs and specifications the Executive Engineer has to obtain the sanction of the Superintending Engineer or even the Chief Engineer.

The Committee do not regard the existing arrangement as satisfactory and recommend that in addition to supervision and inspection during the progress of work, final check should be made by officers who passed the estimates and accepted the tenders and bills should be paid only after the officer who approved the estimates has certified that the work has been completed according to the approved plans, specifications and the rates of the tenders.

Superintending Engineers

62. The Committee have also examined the duties assigned to the Superintending Engineers. It was stated before the Committee

Fourth Report

by the representatives of the Ministry of Works, Mines and Power and the C.P.W.D., that the Superintending Engineer just has a visual look at the work and satisfies himself as to the general quality of work. In their opinion the duties of the Superintending Engineers in the field of technical work are more of nominal supervision than real work in the whole chain. As regards their administrative functions, the Committee feel that they can be performed by the senior-most Executive Engineer in the circle. After careful consideration of the whole matter the Committee have come to the conclusion that the cadre of Superintending Engineer is not necessary and should be abolished. The reduction in the existing number of posts of Superintending Engineers may, however, be brought about gradually and spread over some period in order to avoid serious dislocation of work.

The existing power to write off stores up to an extent of Rs. 10,000 delegated to the Superintending Engineer whose functions under our proposal will be taken over by the Senior Executive Engineer in the circle should be reduced to Rs. 5,000.

Contractor's profit

63. The Committee called for the break-up of the figure of Rs. 14,22,00,000 representing the total anticipated expenditure on the C.P.W.D. works outlay for the year 1950-51 separately under the heads 'Labour Charges', 'Cost of materials' and the 'Contractor's margin of profit'. The following information was furnished to them by the Ministry of Works, Mines and Power:

	Rs.
(a) Labour charges	4,35,92,700
(b) Cost of materials	8,71,85,300
(c) Contractor's profit	1,14,22,000
TOTAL ..	<u>14,22,00,000</u>

The Committee note with great concern that a sum of Rs. 1.14 crores goes out to the contractors as their profit. They recommend that a Committee consisting of the representatives of the Works, Mines and Power and the Finance Ministries be set up to consider how far it is practicable for the C.P.W.D. to execute the works under Departmental arrangements so that such a margin of profit is utilised by the State for its own purpose.

Rates charged by the C.P.W.D.

64. The Committee pointed out to the representatives of the Ministry of Works, Mines and Power that the cost of construction of houses in Sindri charged for by the C.P.W.D. was higher than the corresponding cost of similar constructions by the Railway Department, but they were told that a committee consisting of the Chief Engineer, Central Public Works Department, Member Engineer,

Central Public Works Department

Railway Board and Engineer-in-Chief of the Defence Ministry had recently been formed to look into the question of comparative costs. They suggest that as soon as a report of this committee becomes available the schedule of rates formulated by the Central Public Works Department should be revised in the light of the observations made by the said committee.

Schedule of rates

65. The Committee also discussed the mode of preparation of schedule of rates by the Central Public Works Department authorities. They were told that the schedule were prepared by the Designs Office of the Planning Circle by adding actual cost of materials to the labour cost. They were further told that the Delhi schedule of rates for 1949 was drawn up and put into operation with effect from the 1st July 1949 and the schedule was revised by the Planning Circle periodically. It is considered that the schedule of rates must be different for different areas. The Committee recommend that in order to maintain a correct record of the schedule of rates and to ensure a periodical revision so as to bring them in line with the prevailing rates in the market, the schedule should be revised every quarter. The result of the revision of the rates should be communicated to the Ministry of Finance.

Overhead charges

66. The Committee were given to understand that the C.P.W.D. previously charged 17½ per cent. as overhead charges. The representative of the W.M.P. Ministry, however, informed them that in the light of the experience of the last three years it was proposed to reduce this rate to between 8.5 and 12.5 per cent. depending on the size of the job. It is considered that the present figure is rather high, and the Committee recommend that immediate steps should be taken to reduce these charges and that in any case they should not exceed 10 per cent. of the cost of the project.

Stricter control over budget

67. The Committee have found that the C.P.W.D. is unable to spend the budget grants placed at their disposal every year and substantial sums are surrendered at the end of each year. This is an unsatisfactory state of affairs. One of the reasons generally attributed is that the various Ministries plan their schemes independently and communicate their intentions to the C.P.W.D. authorities very late with the result that it is not possible for the C.P.W.D. to spend the whole amount owing to various reasons. Sometimes schemes are prepared without taking preliminary steps in the matter of acquisition of land, etc. or without working out necessary details. The Committee feel that the system is very defective. There should be a proper engineering survey in the first instance and detailed estimates should be prepared indicating the stages in which the work

Fourth Report

should be completed and then only the money, which it can be reasonably anticipated would be spent in a particular year, should be sanctioned. They are inclined to think that the Ministry of Finance do not scrutinise the proposals properly with a view to seeing that the works programme of Government proceeds according to plans and that superfluous schemes are not put forward. The Committee recommend strongly that all schemes should in the first instance be carefully examined by a board consisting of representatives of Ministry of Finance, Ministry of Works, Mines and Power and the Administrative Ministry concerned with the schemes and when the detailed plans are drawn up, the funds made available in time and priority settled, the budget provision for the scheme is included in a particular year. The amount included in the budget should be to the extent to which it is anticipated would be spent on a particular scheme. If this system is followed there will be closer control over the budget of the C.P.W.D. and cooperation in the execution of the works programme as a whole.

Administrative organisation: Scope for economy

68. The existing administrative organisation of the C.P.W.D. consists of (i) Chief Engineer, Western Zone, (ii) Chief Engineer, Civil Aviation Wing and (iii) Additional Chief Engineer, Eastern Zone. The Committee discussed with the representatives of the Ministry of Works, Mines and Power about the abolition of one of these posts and consequently dividing the charge of the three Chief Engineers under two officers by amalgamation and appropriate re-arrangement of the circles. They were told that the Chief Engineer could look after a certain amount of work only and when the load of work becomes heavy, he could not control it properly and the Additional Chief Engineer was needed. It was also stated that the Civil Aviation was an operational work and, therefore, it became necessary for the Engineer-in-Charge of the Aviation works to be in constant touch with the Director-General of Civil Aviation so as to be aware of all the latest standards and methods of construction of aerodromes. It was explained that the construction of a run-way was a difficult job entailing collection of a lot of data from the Meteorological Department, Air-line Companies, etc. The Committee were also informed that the original plan was to put the Engineer-in-Charge of Civil Aviation work under the control of the Civil Aviation Department, but it was later thought that it would raise difficulties inasmuch as the Department would be very small in size and therefore would not be in a position to attract suitable men. The Civil Aviation Wing when it was formed had to look after 47 aerodromes only. Consequent on the integration of the States, the work of the Civil Aviation Wing had increased considerably. With effect from October 1950, 23 additional aerodromes situated in integrated States had been taken over and 7 new aerodromes had been constructed in Assam for freight traffic bringing the total to 77.

Central Public Works Department

The following statement shows the figure estimated expenditure for the original works and maintenance of aerodromes for the year 1950-51 as furnished to the Committee:

Original works	.. Rs. 1,01,65,000
Expenditure on maintenance	.. Rs. 70,00,000

As compared with this, the total anticipated expenditure on the works outlay for 1950-51 so far as the C.P.W.D. is concerned is as follows:—

Original works	.. Rs. 9,04,29,000
Expenditure on maintenance	.. Rs. 3,46,00,000

While the Committee generally agree that the Civil Aviation Wing should remain as a separate organization under a Chief Engineer within the C.P.W.D., the above statements show that while Chief Engineer (Western Zone) and the Additional Chief Engineer (Eastern Zone) are each responsible for original works of the magnitude of Rs. 4 crores and maintenance work for Rs. 1.75 crores, the Chief Engineer, Aviation Wing, is responsible for only original works of Re. 1 crore and maintenance work of Rs. 70 lakhs. The relative responsibilities of the Chief Engineers are not, therefore, evenly distributed. It is clear that it is not advisable to maintain the present number of Chief Engineers with all their subordinate engineers and establishment. The Committee think that the work-load of the Chief Engineer under the Aviation Wing is not quite adequate. They recommend that the post of the Additional Chief Engineer, Eastern Zone, should be abolished and the circles under him placed under the charge of the Chief Engineer, Western Zone, and the Chief Engineer, Civil Aviation Wing, by making necessary re-adjustments.

Work-load of a division

69. The Committee have looked into the works-load prescribed for the various categories of the engineering staff. The Committee are told that the position regarding the works-load on Divisions has been as under:—

	Before war Rs.	From 1945 Rs.	From 1949 Rs.
Maintenance Division	4 lakhs (actually it was 4 lakhs of construction and 3 lakhs of maintenance per year).	6 lakhs of maintenance and 10 lakhs of construction works per year.	7.5 lakhs of maintenance and 12.5 lakhs of construction works per year.
Wholly Construction Division		30 lakhs	37.5 lakhs.

Fourth Report

The Committee, however, consider that these increases in the work-load are not proportionate to the rise of cost of material, labour, etc. They think that the work-load of a division should be increased to at least Rs. 10 lakhs of maintenance work plus Rs. 15 lakhs of fresh construction work or if the division undertakes construction work only, it should be entrusted with fresh work to the value of at least Rs. 50 lakhs in a year. The staff should, however, be sanctioned only after the estimates have been finally approved and budget provision sanctioned.

Regrouping of circles and divisions

70. There are 17 circles each under a Superintending Engineer. The normal strength of a circle is 5 divisions, each division consisting of 4 sub-divisions and each sub-division having 4 sectional officers. The total number of circles, divisions and sub-divisions that were in existence on 31st March, 1950 is as below:—

Circles	..	..	..	..	..	15
Divisions	..	..	..	..	..	67
Sub-Divisions	..	..	..	..	..	252

The Committee were told that the number of executive divisions required in a year is usually determined according to the yardstick referred to in the preceding paragraph and on the basis of firm budget allotment for new works during the year. Taking into consideration the increased work-load suggested in the preceding paragraph they feel that there is considerable scope for effecting economy in expenditure by regrouping the existing circles and divisions on a more rational basis. The recommendation, if accepted, will secure a reduction of at least 30 per cent. posts in all ranks of engineering staff.

Central Electrical Circle

71. The Central Electrical Circle, New Delhi consists of the following divisions:

- (i) Electrical Division I, New Delhi .
- (ii) Electrical Division II, New Delhi.
- (iii) Air Conditioning Division, New Delhi.
- (iv) Mechanical and Workshop Division, New Delhi.

In paragraph 15 of the report on Estate Office it has been suggested that Government should not incur any expenditure in future on the purchase of additional air-conditioning units and refrigerators as the Committee are not in favour of Government undertaking the supply of such articles to officers for their private use. The existing units should be maintained economically and on a no-loss basis to Government.

Central Public Works Department

The Committee do not find that there is adequate justification for maintaining a full-fledged circle under the charge of a Superintending Engineer with only four divisions. They recommend that the Air-conditioning and Mechanical and Workshop Divisions should be amalgamated into a single division. This would lead to a reduction in the post of Superintending Engineer and an Executive Engineer and consequent reduction in other lower ranks.

Rehabilitation Circle

72. The cost of maintaining a Rehabilitation Circle is borne by the Rehabilitation Ministry. The Ministry, in addition to this, is paying 4 per cent, of the total cost of works carried out for them as charges for the Chief Engineer's establishment including the Designs Office. The Committee recommend that these incidental charges levied from the Rehabilitation Ministry should be treated as reduction of expenditure under the Central Office of the C.P.W.D., if it is not already being done.

Architectural and Planning Circles

73. The main Design Office, known as the Planning Circle, consists of 1 Superintending Engineer, 4 Executive Engineers, 12 Assistant Executive Engineers and 1 Chief Technical Assistant and a large contingent of Estimators and Technical Assistants. This circle which was created in September 1949 is responsible for the designing and estimating of all works costing over Rs. 2 lakhs. There is also an Architectural Section in the C.P.W.D. under the charge of a Chief Architect which is responsible for preparing all designs for the Central Government buildings throughout India. The present strength of the Architectural Section is given below:

Designation	Sanctioned strength	Existing strength
1. Chief Architect .	1	1
2. Town Planning Officer .	1	1
3. Senior Architects .	6	4
4. Junior Architects . . .	12	9
5. Assistant Architects . . .	14	10
6. Chief Draughtsman . . .	1	1
7. Senior Draughtsman . . .	59	52
8. Junior Draughtsman . . .	91	62

In regard to the question of overlapping in the functions of the Architectural Section and Planning Circle, the Chief Engineer, C.P.W.D. stated that these two Sections performed distinct duties. The Architectural Branch plans the project from a 'look' point of view and the conveniences of the occupants and the Planning Branch

Fourth Report

ensures about the 'soundness' of the project and the proper provision of services. While the Committee appreciate that a properly organized Design Office plays an important part in the preparation of proper specifications and accurate estimates, and also that much of the work done by the Design and Planning Organizations and Architectural Section does not materialise and many schemes are either postponed or dropped and thus labour is not fully reflected in the actual work load or expenditure of the Department, they do not consider it necessary to maintain them as two separate offices. The Committee feel that designs of various public buildings and other works should as far as possible be standardized so that the necessity of preparing fresh designs as and when a construction work is taken in hand is obviated. The standardization of designs and specifications would lead to considerable reduction in staff and expenditure and delays would be avoided. In the light of these considerations and in view of the fact that there is not much scope for further expansion of the building programme until the overall financial position improves, the Committee feel these two organizations should be amalgamated into a single organization. A combined Planning, Designs and Architectural organization should be formed within the framework of the Central office of the C.P.W.D. They also recommend that on the architectural side the posts of Senior Architects, Junior Architects, Assistant Architects should be reduced to 3, 7 and 8 respectively and a corresponding reduction in the non-gazetted establishment made. Similarly on the Planning side one post of a Superintending Engineer should be reduced and the number of 4 Executive Engineers and 12 Assistant Executive Engineers should be reduced to 2 and 8 respectively. This should also involve corresponding reduction in the ancillary staff in the non-gazetted cadre.

Minor Works

74. The Committee understand that under the existing system for executing minor central works at remote places, the staff is transferred from the headquarters offices to those places which involves a lot of incidental expenditure. They suggest that these minor works and maintenance works at places away from the headquarters offices should be entrusted to the local P.W.D. of the State Governments or the M.E.S. authorities, whosoever may be available.

Administrative Officers

75. Consequent on the recommendation in the earlier paragraphs for the regrouping of different circles and abolition of certain posts, etc. the Committee recommend that the number of 3 Assistant Administrative Officers should be reduced to 2. It is obvious that consequent on the reductions proposed by them a considerable portion of administrative work would decrease. It should, therefore, be quite possible to manage the work with 2 Assistant Administrative Officers.

Central Public Works Department

Labour Officers

76. There are at present 8 Labour Officers employed by the C.P.W.D. It is observed that the number of Labour Officers is in excess as compared to the total labour employed by the C.P.W.D. Since a great majority of the labour is engaged by the contractors or that employed by the C.P.W.D. itself is work-charged and is discharged soon after the work is over, the Committee would recommend that the number of the posts of Labour Officers should be reduced to 4 and a zonal system should be devised and each zone put in charge of one officer.

Personal Assistants

77. There are 12 Personal Assistants in the rank of Assistant Engineers attached to the Superintending Engineers. As we have recommended the abolition of the posts of Superintending Engineers, the Committee think that all these posts should also be abolished.

Ministerial staff

78. There are at present 13 Superintendents, 7 Assistants-in-Charge, 63 Assistants, 46 II Division Clerks, 139 III Division Clerks, 16 stenographers and 199 Class IV establishment in the C.P.W.D. The scale of work for Superintendents and Assistants needs revision. The provision of Superintendents should be made on the basis of 1 Superintendent for 10 Assistants and 5 Clerks. It is not stated how the strength of Assistants-in-Charge has been arrived at. Since most of the clerical works in the Central Office of the C.P.W.D. is more or less of a routine character, the Committee feel that some reduction should be made in the number of Assistants-in-Charge, Assistants and Clerks. The Committee recommend that the scale of work of Ministerial staff should be 20 receipts a day, *viz.*, 5 important and 15 routine. There are 17 stenographers. Stenographers should only be attached to the Chief Engineers and a pool of smaller number of stenographers should be formed for all other officers. The present strength of Class IV establishment, *viz.*, 199 seems to be very large as compared to the number of officers and other staff. This should be reduced by at least 50 per cent. Similarly, in the Circle Offices where almost three-fourth of the clerical work is of a purely routine nature, considerable economy can be effected if revised scales of work are laid down. It is not known what the scale of work prescribed for the various categories of Estimators, Draughtsman and Computer is. The Committee recommend that definite scales of work should be laid down for each of these categories and the possibility of effecting economy in all these ranks explored.

Horticultural Division

79. The Horticultural Division of the Central Public Works Department is responsible for maintenance of parks, bungalow gardens, forest ridges, etc. in Delhi. The Division consists of 1 Superintendent of Horticultural Operations and 1 Assistant Superinten-

Fourth Report

dent of Horticultural Operations, 4 S.D.O.s, 22 Section Officers and work-charged staff numbering 1978. The budget estimate for the year 1950-51 on this Division is Rs. 2,12,100. One of the main functions of the Class IV staff employed in this Division is to maintain lawns, hedges, etc. in officers' bungalows. The Committee have heard complaints that the standard of the maintenance work of the lawns, hedges, parks, etc. has fallen considerably. While the actual cause is not known, they feel that the present system whereby the 'malis' are employed, paid and supervised by the Horticultural Division and are not responsible to the tenants for the work is the main cause for the deterioration in the work. It has been seen that the lawns, hedges, etc. public parks are not maintained up to the requisite standard. It is surprising that in spite of this huge expenditure on the maintenance of the Horticultural Division as a whole, the quality of work is very much disproportionate to the expenses incurred. The Committee feel that the system which may have worked well at one time when there were fewer number of bungalows, parks, lawns, etc. is now most unsatisfactory and should be revised. They recommend that officers should be made responsible for looking after the lawns in their bungalows and they should bear the entire cost of the maintenance. It may be argued that if the responsibility is transferred to the tenants, the lawns would not be maintained, but the Committee do not share this view. The officers to whom bungalows are normally allotted are in a position to maintain their gardens in a reasonably good standard and will be able to supervise the work of the 'malis' more closely than through Government agency. While allotting a house to the officer, a condition should be attached that he should maintain the gardens in a proper manner. So far as the public parks and lawns are concerned their maintenance should be transferred to the Municipal authorities. If these recommendations are accepted, only a small nucleus of the Horticultural Division need be maintained.

Construction at Sindri: Lack of coordination

80. The Committee noted with great concern that there was likelihood of some temporary buildings in Sindri being submerged under water consequent on the erection of a Dam under the Damodar Valley Scheme. When questioned about it, a spokesman of the Ministry of Works, Mines and Power told the Committee that they were asked to construct the houses which they did. They did not undertake any engineering appreciation of the area as they were not specifically asked to do so. The Committee are constrained to observe that this is a very unsatisfactory method of dealing with matters falling within the purview of the C.P.W.D. and even though they were not asked to survey the area from the engineering point of view, it was their duty nevertheless to bring to the notice of the authorities the defects inherent in the proposal. This instance also shows abundantly that there has not been any proper planning and close coordination between the two Departments of the Government.

Use of waste lands

81. It is urged that before acquiring land from private individuals or bodies at high prices for construction of buildings, Government should satisfy themselves that waste lands which can be made use of are not available in the vicinity. The C.P.W.D. or the Ministries concerned should also, before constructing new buildings, investigate whether any surplus buildings belonging to the Defence or other Government Departments are available to serve the purpose. The Committee feel that at present there is lack of coordination in this regard and in order that public funds are not wasted it is essential that Government should make maximum use of the existing buildings and cheaper lands.

Prime Minister's directive

82. The attention of the Committee has been drawn to a direction recently given by the Prime Minister that as little money as possible should be spent on costly buildings. It would be useful to quote the very terms in which the direction of the Prime Minister has been communicated to all the Ministries. The letter reads as under:

"In view of the present financial stringency and the consequent need for economy as well as for other general reasons, the Prime Minister would like all Ministries to revise their capital expenditure programme. There is very little money to go round and it is imperative that whatever money is available should be put to the best possible use. In revising the capital expenditure programme one important thing that the Prime Minister would like to be borne in mind is that as little as possible should be spent on costly buildings. Usually a lot of money is spent on brick and mortar and nothing or very little is left for equipment and for running the institution.

2. At present certain rules and regulations exist governing building work, etc. These rules and regulations are good in their own way and were presumably meant for very solid and semi-permanent structures. In any event these rules are antiquated and would need to be revised in view of modern developments in construction work. Also, as costs are very high, some ways must be devised to reduce them. The overhead expenditure can also presumably be reduced. In the past manpower in India was cheap and a tradition developed of using a great deal of manpower. It is, however, no longer cheap and, therefore, other methods need to be evolved. Apart from all this, it is also necessary to think of cheaper methods of construction even though the buildings so constructed may not be so lasting as those constructed under the traditional methods. It should certainly be possible to evolve

Fourth Report

cheaper methods of construction which would produce buildings adequate for the purposes for which they are required. In the case of schools, dispensaries, etc. even bamboo and thatched structures might serve the purpose.

3. The Works, Production and Supply Ministry is particularly requested to pay attention to this matter and to get their engineers to evolve two or three types of cheap constructions. Considerable amount of money can be saved by cheaper construction and the money so saved can be put to better purpose. Some plans to construct buildings for housing new institutions have already been made and approved. It is requested that these plans might be revised with a view to saving money.
4. Economies made on buildings construction need not necessarily be spent on other projects. If the economies are substantial, a part of them might perhaps, with the permission of Finance, be utilised for further development of the scheme on which economy in building construction is achieved".

The Committee agree with every word of the foregoing observations and suggest that action may be initiated on these lines forthwith. There is reason to believe that much of the money sanctioned for development programmes is being spent on buildings alone and the Committee have in mind the various constructions that are taking place in connection with the various laboratories that are being put up. Solid, attractive and luxuriant buildings can be built any time when adequate funds are available, but our immediate need today is to harness the resources of the country for better and more production in all fields of activity. The Committee should therefore like that a substantial percentage of the capital amount sanctioned for any development scheme should be utilised towards equipment, training of personnel and other factors which are necessary for increased and efficient production. The Ministries of Works, Mines and Power and Finance should specially see that when any development schemes are formulated expenditure for construction operations is limited to the absolute minimum consistent with the requirements of the scheme and that the major portion of the funds is utilised towards other matters.

High degree of efficiency needed

83. Government should always have before it a fairly accurate idea of what a work to be undertaken by them is ultimately going to cost and in what stages it would be completed. The designs must also be as complete as possible. The changes, unless absolutely necessary, should be few and far between after the designs and estimates are approved. It is essential that utmost efficiency is ensured in the Designs Office and the Planning Circle. A statement for the scrutiny of Government should be prepared yearly showing the estimates of works as originally framed and approved and actual expenditure incurred on completion and the variations between the

Central Public Works Department

estimates and actual expenditure fully explained. This will enable Government to effect further improvements in the office as and when necessary. Furthermore the proper and efficient functioning of the Designs Office and Planning Circle will minimise the chances of corruption. To make the C.P.W.D. organisation even more efficient the powers of the officers to regularise excesses over estimates should be drastically curtailed. It is suggested that the power of the Chief Engineer to regularise excesses over estimates should be fixed at 5 per cent. instead of 10 per cent. as at present. Cases of contracts involving excesses over 5 per cent. should be referred to the Ministry of Works, Mines and Power and should be regularised only after obtaining the concurrence of the Ministry of Finance. The reasons for such regularisations should be recorded in writing in each case.

Complaints regarding delay

84. The Committee understand that there are complaints that the C.P.W.D. moves slowly and the cost of works undertaken by them is much higher than the prevailing market rates. They feel that this is a grave charge against a Government Agency which is primarily intended to give efficient results within the minimum cost and to ensure speed. They, therefore, consider that all cases of delay should be thoroughly investigated by Government after proper enquiry and suitable action taken. They also consider that cases of malpractices or corruption should be severely dealt with and deterrent punishment meted out. The Committee suggest that in order to avoid delays it should be provided that the C.P.W.D. authorities should communicate in advance the time limit for the construction and completion of a work and adhere to the time-table strictly. If there is delay, the officers concerned should be asked to explain the reasons therefor to the satisfaction of the competent authority. The Committee feel that if proper vigilance and control is exercised at all levels, considerable economy will be effected. There should be periodical checks by the senior officers of the work of the lower officers and quicker action should be taken if something irregular comes to the notice of the higher authorities.

Petty works and repairs: Delegation of powers

85. The Committee have elsewhere recommended that in order to avoid unnecessary delay in the day-to-day performance of the normal functions of a Ministry greater financial powers should be devolved on the Heads of Ministries and Departments. They understand that at present the Heads of Departments and Ministries can incur expenditure up to Rs. 2,500 (Rs. 5,000 in the case of the Posts and Telegraphs Department) on the execution of petty works. In view of the existing high costs of materials and labour, etc. these limits appear to be rather low. The Committee therefore suggest that the existing financial limits within which expenditure on petty works, maintenance and petty construction works can be incurred by the Heads of the Departments should be suitably raised so that there is no delay in the execution of such works as a result of the normal routine of obtaining prior sanction for petty sums.

GEOLOGICAL SURVEY OF INDIA

THE basic work on which the Geological Survey of India is engaged is the preparation of an accurate geological map of India on the Standard one inch to a mile scale, which is the basis of all geological work, including appraisal of the mineral deposits of the country. In addition to this fundamental work, the Geological Survey of India undertakes special investigations of an economic nature, *viz.* exploration and testing of mineral deposits by modern methods including geo-physical prospecting, drilling or exploratory mining, water and engineering problems, both on behalf of Government and private parties; in the case of the latter, on payment. Much of the work that this Department does, forms the first stage in the planning of large projects, *e.g.* (1) Engineering projects now being planned by the CWINC, the Damodar Valley Corporation and those planned by the State Governments, (2) large industrial projects such as the proposed new iron and steel plants, coal-petroleum plants and ceramic and glass industries now being planned, and (3) investigation and location of deposits of uranium and other radio-active minerals of strategic importance.

The Mineral Information Bureau of the Geological Survey of India gives publicity to the large amount of information which the Department has gathered about minerals. It also publishes a quarterly journal entitled *Indian Minerals*.

The existing staff of the Department consists of 139 officers and 411 Ministerial and other staff and the sanctioned budget allotment for the Department for the year 1950-51 is Rs. 36,29,000. For the purpose of geological field work the country is divided into six Field Circles.

Geological Map of India

87. The Committee were informed that the geological map of India had nearly been completed but some portions were still incomplete particularly in the Eastern States of Orissa, where the map was completely a blank, and some parts of Assam. The main reason for the slow progress, it was explained to the Committee, was the shortage of trained personnel. Before the war the Department had about 30 officers only. In 1945-46 they drew up an expansion plan and the strength has now come up to 139 officers. They have a target of 250 officers to be spread over several years.

The draft of this report was sent to the Ministry and others concerned on 10th February, 1951. This final report incorporates factual changes pointed out by the Ministry.

Geological Survey of India

Inadequate practical training

88. The Committee were told that the expansion of the Department could not be hastened. The new recruits who are taken direct from the Universities do not have adequate training on the practical side. They have to be given first a course of field training in ordinary topographical survey and the use of instruments and then attached to senior officers for a year or two before they can be put on systematic work. The number of new recruits to be taken each year naturally therefore depends on the availability of senior officers who can give them the required practical training. It is understood that the Geological Educational Committee, which was appointed by the Government of India to go into this matter, had also emphasised the weakness of the Universities in regard to practical training in Geology.

Need for reorganisation

89. The Committee feel that only a properly organized Geological Survey Department can play a great role in promoting the development of the country's water and mineral resources. It is on the exploration of the wealth of the country that we can get into contact with the outside countries and exchange wealth. The work of this Department affects many problems as also the export and import policy of the Government. It is therefore necessary to accord very high priority to organizing and strengthening this Department on proper lines. The basic necessity in our opinion seems to be to strengthen the staff in the Universities who are themselves weak on the practical side.

No wastage

90. The Committee are informed that since 1947-48 there has been an increase in officer staff from 70 to 130. The budget provision for 1947-48 was Rs. 17.04 lakhs and it rose to Rs. 36,29,000 in 1950-51 an increase of more than 100 per cent. From the material made available to them, it is found that the work turned out is not commensurate with the increase in staff and expenditure. To quote a specific instance, the number of survey reports submitted by field officers was 182 during 1948-49 which rose only to 232 in 1950-51. The Committee are conscious of the need for strengthening the Department; they, however, desire that care should be taken that there is no wastage of man power and money. They hope that Government will keep this aspect in mind while embarking on any plans of expansion of the Department, and ensure that each one in the organizations turns out work of the proper standard and according to the scales prescribed under rules which should be made for the purpose.

Curricula of Geological studies

91. The Committee suggest that in order to augment the existing Geological staff and to produce better qualified personnel in the

Fourth Report

Universities a coordinated plan should be evolved in consultation with the Ministry of Education, the Inter-University Board and the various State Governments to revise the curricula of the studies imparted in Geology to the Graduates and post-Graduates in the Indian Universities, so that more practical training is imparted in the Universities.

The Committee were told that three specialists had been asked for under President Truman's Point Four Programme. In view of the importance of the matter it is suggested that steps should be taken to have it expedited.

Equipment

92. Besides the inadequacy of experienced scientific personnel, the Committee were told that the Department is finding great difficulty in getting the essential equipment needed for their work. The want of drills was hampering the work of the Drilling and Geophysical Sections of the Department. As these Sections play a vital role in the exploitation of the mineral resources, especially the ground-water supply, and particularly at this juncture when the country is striving to achieve self-sufficiency in the production of food, the Committee strongly urge upon Government to take effective steps for the procurement of the drilling and other necessary equipment so that the work of the ground-water supply may be accelerated.

Diamonds

93. India used to be one of the biggest producers of diamonds in the world but in the last few years its production had gone down considerably. The Committee were told that the reason for this was the exhaustion of the existing sources. The existence of fresh mines and the possibility of expansion of the industry must be explored.

Petroleum

94. As regards petroleum it was stated before the Committee that one or two geologists were now working in the Kangra Valley and the Geophysical Section of the Department was also doing some work in Saurashtra. According to the information available with the Department there were slight indications of petroleum in the Punjab and Assam. The investigations in the Kangra Valley has gone to a stage when drilling can be done.

Private enterprise

95. The Committee feel that the discovery of the sources of wealth by the Geological Survey alone will not necessary achieve the objects as some of the discoveries already made by the Department are not being developed. It is suggested that private enterprise should be encouraged to take up the work of developing such

Geological Survey of India

works to supplement the work done departmentally. For example prospecting for petroleum might with advantage be entrusted to some reputable concern in the line. But in granting licenses to private agencies for working mines, care should be taken to see that royal ties are fixed at adequate rates. In granting mining licenses, it should be borne in mind that mines are the wealth of the country and Government must get the largest benefit from their working

Mining cess

96. The Committee also suggest the levy of a mining cess on the lines of that imposed on sugar, tea, coffee, etc. The finances derived from the levy of such a cess can be used profitably for establishing a special branch in the Geological Survey for rendering the necessary technical advice to private concerns. In the case of those who are given mining licenses it should also be made a condition that they should help in the training of students in practical Geology, which will not only be helpful to Government but can also cater to the growing needs of the industry.

CENTRAL ELECTRICITY COMMISSION

THE Central Electricity Commission was constituted on the 1st March, 1948, by the amalgamation of the Office of the Electrical Commissioner with the Government of India and the Central Technical Power Board, excluding the Hydro-electric Section of the latter which was transferred to the CWINC. The total strength of the Commission consists of 70 officers (including the Member-Chairman, a Utilization Member, a part-time Member, and a Chief Engineer) and 297 Ministerial and other staff. A gross budget provision of Rs. 13,80,700 has been made for the Commission for the year 1950-51. The posts of a Member for the Commercial and Administrative Division, the Chief Engineer Electricity System and certain other specialised posts in the Technical Power Engineering Division are now lying vacant.

Functions

98. The functions of the Central Electricity Commission are:

- (a) To advise the Central and State Governments on the administration of electricity legislation and control of electric utilities.
- (b) To collect, maintain and publish statistical data relating to the generation, distribution and utilisation of electricity throughout the Dominion of India and to act as the Central Bureau of Information on all matters relating to the public electricity supply.
- (c) To advise the several Ministries of the Government of India on all matters relating to electric power development, public electric utilities, both private and State owned.
- (d) To assist State Governments in regard to investigation, survey and preparation of schemes of power development for particular areas and regions coordinating this work with the planning of hydro-electric power being undertaken by the Central Waterpower, Irrigation and Navigation Commission and the Provincial and State Agencies concerned.
- (e) To assist the Central Waterpower, Irrigation and Navigation Commission with plans and designs for transmission, switching and utilisation of electricity to form part of a project for hydro-electric development prepared by that body.

The draft of this report was sent to the Ministry and others concerned on the 10th February, 1951. This final incorporates factual pointed out by the Ministry.

Central Electricity Commission

- (f) To assist Provincial and State Governments in the surveying of potential sources of load, the forecasting of revenue from electricity supply and the formulation of electricity supply tariffs.
- (g) When so required by the Central Government to prepare Project Reports outlining electric power development schemes and to execute them, if so directed.
- (h) To review and lay down for the whole of India standard Voltages and practices for generation, and transmission and to conduct experiments, researches, propaganda and generally to carry out such other activities as will promote the spread and use of electricity throughout the country, in particular, in the semi-urban rural areas.

Amalgamation of the two electrical wings—thermal and hydro-electric

99. The Central Electricity Commission deals only with thermal-electricity and transmission while hydro-electricity is in the charge of CWINC. The Hydro-Electric Member in the CWINC serves as a part-time Member in the Central Electricity Commission. The Committee feel that the present arrangement of keeping the two wings of electricity in different organizations is not satisfactory. They understand that Switzerland is using 45 per cent of the water power that is available, France 20 per cent, Germany 43 per cent, Sweden 18 per cent, Norway 25 per cent, Canada 24 per cent and U.S.A. 17 per cent. At present the country is using only one per cent of the available water power. According to the programme of construction now in progress and planned for future execution it is very doubtful if even 10 per cent. can be exploited during the next ten years. In order, therefore, to step up our water power it is of the utmost importance that we should plan our development programmes on sound lines and there should be proper coordination maintained between the two branches of electricity. It is necessary for this purpose to combine the two electrical wings under a unified control. The Committee feel that the Central Electricity Commission is the right organization for dealing with all matters relating to electricity and therefore recommended that work relating to hydro-electricity should be transferred under its control. Consequent on the transfer of this work to the Central Electricity Commission the hydro-electric branch under the CWINC should be abolished.

Technical staff

100. The present technical staff in the Central Electricity Commission consists of the following :

- 1 Chairman
- 2 Members
- 2 Chief Engineers

Fourth Report

- 1 Deputy Chief Engineer
- 1 Deputy Commercial Manager
- 1 Commercial Adviser
- 9 Senior Project Officers
- 6 Project Officers
- 28. Junior Project Officers
- 1 Chief Surveyor
- 51 Assistant Engineers

The Committee have carefully considered the question of technical staff that will be necessary in the re-organized Central Electricity Commission and are of the opinion that the Commission should have at the helm of affairs a Chairman possessing expert knowledge of the dual side of electricity—thermal and hydro-electric.

The Committee understand that the present Chairman of the Central Electricity Commission is retiring shortly. They suggest that advantage should be taken of this opportunity to see that the person selected as his successor possesses the required knowledge and experience of both the thermal and hydro-electric branches. The other two Members of the Commission should be Electrical Engineers of wide experience and possess sufficient technical qualifications to enable them to give their expert advice on all matters coming before the Commission. One of two members should be well-versed in the thermal side and the other in hydro-electricity. Since under the proposal the Chairman and the two Members will themselves be qualified Engineers they do not see any justification for the two posts of Chief Engineers and one post of Deputy Chief Engineer and therefore recommend their abolition. For the actual execution of the projects there should be only two Engineers—one for each wing—who should be assisted by 6 Project Officers and 60 Assistant Engineers. The interposition of the Project Officer between the Senior Project Officer and Assistant Engineer is hardly necessary and it is recommended that the designation of present 'Senior Project Officer' should be replaced by 'Project Officers' and the present cadres of 'Project Officers' and 'Assistant Engineers' amalgamated into one cadre and uniformly designated as Assistant Engineers. The Committee believe that the reorganization of cadres and the various numbers in each cadre suggested by them would lead to better efficiency and organization of the work and would be commensurate with the responsibilities entrusted to the Commission.

Ministerial staff

101. The Central Electricity Commission now has a strength of 159 Ministerial staff. Since the matters to be dealt with by the Commission are highly technical involving policy questions the work has largely to be attended to by the technical officers themselves. The Committee, therefore, feel that the Ministerial staff

Central Electricity Commission

should normally be limited to a Stenographer for a senior officer and a pool of Stenographers formed for a group of junior officers. Reduction in clerical staff should also be effected. It is suggested that the staff position in the light of these observations of the Committee should be examined quickly and a substantial reduction effected in their numbers.

Amalgamation of Central Electricity Authority and the C.E.C.

102. A Central Electricity Authority has been constituted under Section 3 of the Electricity (Supply) Act, 1948 consisting of a Chairman (Secretary to the Government of India in the Works, Mines and Power Ministry) and two Members—one each from the Central Electricity Commission and the CWINC—all serving as part-time Members. The Authority is charged with the responsibility of developing a sound, adequate and uniform national power policy and of coordinating the activities of the planning agencies in relation to the control and utilisation of national power resources. It will also act as arbitrators in matters arising between the State Governments or Electricity Boards and a licensee or other persons as provided under the Electricity (Supply) Act. The Committee considered the question of amalgamating it with the Central Electricity Commission and were told by the representative of the Ministry that as certain judicial functions were attached to the Central Electricity Authority they could not both be executive and advisory bodies as well as appellate bodies. The Committee do not regard this as a valid reason against the proposal. A combination of such functions already exists in the Income-tax Department. As most of the functions of the two authorities are common and overlapping they suggest that Government should explore the possibility of combining the Central Electricity Authority with the Central Electricity Commission so that the expenditure required for setting up a separate and new organization is saved.

System of maintaining accounts

103. An All-India Reserve Pool of Electrical Generating Plant was created in 1942 to meet the difficult supply position and to assist the State Governments and private undertakings in the procurement of electrical plant. The Committee understand that the Reserve Pool was wound up last year but recoveries to the tune of Rs. 1,55,100 on account of the sale of plant to various parties were outstanding on 31 March, 1950. Out of this sum of Rs. 5,100 only has so far been recovered. The recovery of the outstanding amount, it is stated, was held up for want of figures of actual expenditure incurred at Indian Ports on the Plant imported from abroad. The Plant in question was imported several years ago and the delay in collecting the figures of expenditure and consequently the settlement of accounts, particularly with private undertakings, reveals a serious defect in the system. The Committee suggest that in such cases the accounts should be maintained on commercial lines

Fourth Report

and accounts with the parties concerned settled promptly so as to avoid any loss to the Exchequer. Steps should also be taken to effect the recovery of the outstanding amounts at an early date.

Recovery of hire charges

104. The Committee were further informed that a sum of Rs. 2,89,644 is also recoverable during the current year on account of hire charges of plant given from the Pool to certain parties. It is suggested that the parties concerned should be persuaded to purchase the plant already given to them on hire. So long as this is not done, the recovery of hire charges in accordance with the terms of their agreements on due dates should be adhered to strictly. In the case of defaulting parties Government may consider the question of recovery of interest based on normal commercial practices in order to avoid loss in this regard.

Recovery of overhead charges from the D.V.C.

105. The Committee were told that the Central Electricity Commission tendered assistance as Consulting Engineers to the Damodar Valley Corporation in the election of the Bokaro Power Station and the purchase of the complete power and receiving station plant for the Tilaiya Hydro-Power House.

With regard to the basis for the recovery of overhead charges from the Damodar Valley Corporation, it was stated that pending receipt of the final orders of Government regarding the method of apportionment of expenditure incurred by the Central Electricity Commission, the recoveries were being made every year on the following *provisional* basis :

- (i) The total pay and allowance of the officers and staff engaged on the work relating to the D.V.C. (*i.e.*, other than officers and staff engaged on administrative duties) were calculated on the basis of dairy sheets maintained by them and the amount debitable to the D.V.C. was worked out, taking into consideration the pay and allowances drawn by the officers and staff in the respective month.
- (ii) This ratio was applied to the expenditure incurred by the Commission on the administrative division.
- (iii) In addition to this, direct expenditure incurred by the Commission on account of travelling allowance of officers and staff who were required to perform journeys exclusively on the D.V.C. account was also included in the debits against the Commission.

Central Electricity Commission

The overhead charges recovered from the D.V.C. on a provisional basis are indicated below:

Period	Total debit on account of the pay and allowances and other charges	on the pay and allowances and other direct charges	Over head charges	Remarks
	Rs.	Rs.		
Up to 30-6-1948 (i.e. the month preceding the one in which D. V. C. was set up).	9,78,464	6,81,925		
From 1-7-48 to 31-3-49.	2,35,800	2,29,200		Provisional.
From 1-4-49 to 31-3-50	2,29,680	2,23,320		Provisional.

It is stated that these recoveries do not include any contribution on account of leave salary and pension, as the question of these recoveries was still under the consideration of Government. The Committee suggest that the dates of such contributions should be the same as levied in the case of Government servants lent on foreign service and that recoveries on this account should be made with retrospective effect from the dates the staff was put on the D.V.C. work. It is recommended that steps should be taken urgently to finalize the provisional recoveries already made. The Committee also note that such recoveries are being made annually. They suggest that bills for recoveries from the D.V.C. should be prepared quarterly and the recoveries should be enforced through the Accounts Officer concerned who should check the accuracy of the amounts shown therein.

Speedy clearance of bills

106. The Committee note that recoveries for a sum of Rs. 74,510 representing the expenditure incurred by the Erection Section of the Central Electricity Commission on projects which were in progress during the year 1949-50 are still outstanding. They found from the material placed before them that recoveries on this account were being made only after the completion of the project. When the Committee suggested that some *ad hoc* basis should be adopted for the levy of charges on account of engineering and plant erection services during the course of the financial year they were told by the representatives of the W.M.P. Ministry that the practice of preparing 'on account' Bills had recently been started. They recommend that in order to enforce speedy clearance of bills the accounts of a work should not be kept open beyond three months of the date of its completion. Efforts should be made to bring into account all liabilities and credits pertaining to the work by liquidating the former and realising the latter within that period.

SECRETARIAT OF THE MINISTRY OF WORKS, MINES AND POWER

107. The Committee have not prepared a separate report on the Secretariat of the Ministry of Works, Mines and Power. As stated in paragraph 113 of their First Report, certain recommendations although specifically made in respect of the Ministry of Industry and Supply apply equally to other Ministries also. Similarly, they have made recommendations of general applicability in their Second Report on the Reorganization of the Secretariat and Departments of the Government of India. They, therefore, recommend that the strength of the Officers, Ministerial and Class IV staff of the Ministry should be fixed in the light of their earlier recommendations regarding the work-load of officers and staff, the system of disposal of files, etc. The expenditure on tours of officers, telephones, telegrams and postage charges and contingencies should also be regulated in accordance with the recommendations made in this regard in the earlier reports. The Committee expect a reduction of at least 25 per cent in the total provision for the Secretariat of the Ministry, if the recommendations made by them are given effect to.

APPENDIX

Statement showing the summary of the recommendations of the Estimates Committee relating to the estimates of the Ministry of Works, Mines and Power and the anticipated savings if the recommendations are accepted

Sl. No.	Ref. to Para. No. of the Report	Summary of recommendations	Anticipated savings (in thousand rupees)
ESTATE OFFICE			
1	3	The present procedure of calling applications for allotment from all the Government servants every six months should be abolished. An application should be called for once at the initial stage from an eligible officer and a card opened for him. A further application should be invited from him only when he becomes out of class or when there is any material change in the particulars furnished by him previously.	..
2	4	The responsibility for collecting rent should be cast on the Ministries and the Accounts Officers concerned. Soon after a house is allotted to an officer, the first rent bill may be prepared by the Estate Officer and sent to the Ministry and the Accounts Officer concerned. The Ministry and the Accounts Officer should thereafter be responsible for the collection of rent at the specified rate until further advice from the Estate office. In case of changes in the emoluments of officers, the Ministries concerned should provisionally recover rent at revised rates until confirmed by the Estate Office.	
3	5	Periodical inspection should be conducted to ensure that the rent cards are maintained properly in the Estate Office and in case of losses severe action should be taken against the persons responsible for such losses.	
4	6	Out-of-turn allotments should be made rarely, and according to certain well-defined principles which may be laid down by the W.M.P. Ministry in consultation with the Standing Advisory Committee of Parliament attached to that Ministry.	
5	7	Urgent steps should be taken to revise the rent for accommodation provided in Government hostels and to improve the quality of food and standard of service therein. The question of making messing optional in Government hostels should also be considered by Government.	
6	8	Instead of awarding contracts to various persons for running the tiffin rooms in various Government Departments, the Co-operative Cafeteria system should be examined and introduced.	

Fourth Report

Sl. No.	Ref. to Para No. of the Report	Summary of recommendations	Anticipated savings (in thousand rupees)
7	9	Top-most priority in the allotment of accommodation provided by the Rehabilitation Ministry for displaced persons should be given to the unauthorised occupants of Government residences so that Government quarters released by them become available for allotment to Government servants. The Estate Officer should effectively use his power of eviction in cases where alternative accommodation has been provided to unauthorised occupants of Government quarters.	..
8	10	Government should lay down rules to stop the evil practice of sub-letting Government quarters without the permission of the Estate Officer, and should suitably punish the defaulters by debarring them from further allotment.	..
9	11	Effective steps should be taken by the Estate Officer to recover from the unauthorised occupants concerned the amount representing the arrears of rent and damages; suitable action should be taken by the Ministry of W. M. P. for removing difficulties, if any, in the way of realisation of these arrears.	..
10	12	Government should make it a rule that accommodation intended for a particular class of officers is utilised for that section of Government servants only and is not allotted to any one else.	..
11	13	Government must fix a time-limit within which the Estate Officer should make necessary changes in order that officers occupy the houses of their class and do not indefinitely continue to occupy houses which are not appropriate to their class.	..
12	14	A committee should be appointed to consider the question of accommodation available at other places so as to enable a decision for shifting offices out of Delhi being taken soon. Time limits for the submission of report by the committee and for the implementation of its recommendations should be laid down. Government should decide and draw up a plan of construction of adequate office accommodation for such offices as have to remain in Delhi.	..
13	15	In future Government should not incur any expenditure for the purchase of additional refrigerators, etc. for private use, and the existing one should be maintained on a no-loss basis. Efforts should also be made to recover the loss already incurred on the maintenance of these units.	..
14	16	The existence of complaint books in the Estate Office should be circularised in all the Ministries so that the aggrieved persons may make use thereof, Complaint	..

Fourth Report

Sl. No.	Ref. to Para. No. of the Report	Summary of recommendations	Anticipated savings (in thousand rupees)
STATIONERY AND PRINTING DEPARTMENT			
21	25	Each Ministry should have a separate budget provision for their printing work and stationery supplies. To begin with, each Ministry should be allowed a budget provision of two-third of the average expenditure incurred during the past three years. If the budget provision is exceeded, the Ministries concerned should approach for fresh allotments.	1,20,00
22	26	An Inter Ministerial Priority Committee should be set up whose function it would be to accord priority to each kind of printing work after examining the work emanating from the various Ministries. It should also satisfy itself as to the necessity of the work being printed.	
23	27	The system of farming out work to private printers through the agency of Outside Printing Branch is defective.	
24	28	For printing of standard forms which run into hundreds of thousands, annual rate contracts should be entered into on the basis of lowest tenders. After printing, the forms as also the bills therefor should be despatched by the Press direct to the respective Ministries and Departments for payment, consequently, suitable reduction in staff in the office of the Controller of Printing and Stationery should be effected.	
25	29	The Ministries should send the over-flow of their miscellaneous printing work direct to the approved private printers and also arrange for direct payments therefor according to the schedule of rates drawn up by the Controller's Office. The Controller should, however, be kept informed of the orders placed and the rates accepted by the Ministries concerned.	
26	30	Consequent upon the adoption of suggestions made in paras. 27, 28 and 29 the posts of two Assistant Controllers and the ministerial staff created for outside printing work should be abolished.	141
		(Minus 2 Officers, 56 ministerial staff and 6 Class IV servants).	
27	31	As the Ministries would deal directly with the private presses, the post of Inspector of Printing created in the Controller's office to expedite the printing work should be done away with.	4
		(Minus 1 Inspector of Printing).	
28	32	The Ministries themselves should be alive to the need for economy in the use of stationery stores and the two posts of Inspectors in the Stationery and Printing Department should be abolished.	10
		(Minus 2 Inspectors of Stationery)	

APPENDIX

Sl. No.	Ref. to Para No. of the Report	Summary or recommendations	Anticipated savings (in thousand rupees)
29	33	With the abolition of the Outside Printing Branch the remaining portion of the Controller's office stationed at Simla should be shifted to Delhi, and necessary reduction in staff effected.	
30	34	The strength of ministerial staff should be fixed on the basis of one Assistant for 15 receipts per day and one Superintendent for every 10 Assistants and 5 Clerks. The expenditure under postage, telegrams, telephones, travelling allowances of officers and miscellaneous charges should be reduced considerably. (Minus 27 ministerial staff and 3 Class IV servants and 25 per cent. reduction in miscellaneous expenditure).	72
31	35	In future persons possessing necessary technical qualifications and administrative experience should be considered for the post of Controller. Technically qualified personnel should be recruited for technical posts in this Department.	
32	36	A regular procedure should be evolved whereby the Press Hand Book containing rules and regulations for workers is revised periodically and brought up to date. As a preliminary step, Government should undertake to revise the rules at once and bring them line with the current procedure and conditions.	..
33	37	Obsolete publications stocked in the Central Publication Branch should be weeded out or sold to the public at Concessional rates and steps be taken to get more important publications reprinted.	
34	38	Government should explore the possibility of securing suitable advertisements for its popular journals on a commission basis.	..
35	38	Publications intended for circulation in foreign countries may be printed in a better style on good paper, but in case of publications meant for internal consumption high class binding and quality printing should not be insisted upon by the Ministries and Departments.	..
36	39	Strength of officers and staff should be fixed in accordance with the Committee's earlier recommendations regarding work-load and reduction in staff and other expenditure effected.	1,80
37	40	The shipping and clearing work should be transferred to the Directorate-General of Supplies and Disposals and the staff doing the shipping and clearing work in the Central Stationery Office dispensed with.	

Fourth Report

Sl. No.	Ref. to Para. No. of the Report	Summary of recommendations	Anticipated savings (in thousand rupees)
38	41	To minimise work in the Central Stationery Office, Calcutta, suitable procedure should be devised whereby the paper mills can despatch manufactured paper direct to the printing presses and other indentors on receipt of consignments instructions. Similarly, the producers and manufacturers should despatch other stationery goods direct to the indentors.	..
39	41	To meet the requirements of areas distant from the Central Stationery Office, one or two regional stationery depots may be established which will cater to the local requirements and also arrange for all-India requirements for articles available locally.	
40	42	Some of the functions, such as drawing up of specifications, etc. can as well be performed by the Deputy Controller of Stationery, and as such the post of Deputy Controller of Inspection in the Central Stationery Office should be abolished. Similarly on the stationery side all the three functions of purchase, supply and inspection of stores should be rolled into one, and two posts of Assistant Controller abolished and suitable reduction in other staff may also be effected.	2,08
		(Minus 1 Deputy Controller, 2 Assistant Controllers, 147 ministerial staff and 63 Class IV servants).	
41	43	To relieve congestion at the Forms Store, Calcutta, and to ensure speedy delivery of the forms to the indenting authorities, a system should be evolved whereby the forms printed at the Forms Press and despatched direct from the press to the various Government offices. Consequently, the staff of the Forms Store, Calcutta, should be reduced by about 50 per cent.	1,50
		(Minus 153 ministerial staff and 35 Class IV servants).	
42	44	The Inter-departmental Priorities Committee envisaged in para. 27 should regulate the proper flow of work to the various printing presses.	
43	45	With a view to getting all the parliamentary work printed expeditiously, the unit of the Press earmarked for printing this work, should be enlarged and augmented further as and when demands arise. The unit may be under the administrative control of the Controller of Printing and Stationery, but for purposes of work, it should receive instructions direct from the Parliament Secretariat and act according to them.	
44	46	Steps should be taken to ensure that the machinery purchased after 1920 in properly handled and that purchased prior to 1920 only considered for condemnation. Procurement of new machinery should be expedited.	
45	46	A training centre for imparting necessary technical training to workers should be established. In case it is not feasible to set up such a centre in the near future for lack of funds, private agencies should be encouraged to start the centre pending establishment of one by the Government.	

APPENDIX

Sl. No.	Ref. to Para. No. of the Report	Summary of recommendations	Anticipated savings (in thousand rupees)
46	47	The proposal of setting up a new printing press at Nasik may be abandoned, and instead the Press should be installed at Aligarh as this will lead to economy in expenditure on transport and overhead charges.	..
47	48	As the machinery obtained for the new Press is lying idle in the boxes at Nasik, Government should take urgent steps to instal the press at Aligarh. In the event of any delay in the acquisition of land or construction of the building, the machinery already received should be distributed between two or three presses where it can be profitably used pending its final installation.	..
48	48	Government should devise means to ensure that the accounts relating to the purchase of printing machines received during the last two years, as also similar other accounts, are settled quickly and are not carried over from year to year.	..
49	49	An enquiry should be instituted with a view to fixing responsibility on individuals who have defaulted for bad planning and inordinate delay in making use of the machinery kept idle in closed boxes, and suitable action taken against the officers concerned.	.
50	50	The installation of offset printing machines in the proposed new press is not necessary. The Administrative Intelligence Room press under the control of the Ministry of Commerce which has offset printing machines should be handed over to the Ministry of Works, Mines and Power and an offset printing press be put on a commercial basis so that it is utilised to the fullest capacity.	
51	51	The cost of production in Government Presses <i>vis-a-vis</i> that obtaining in private presses should be examined thoroughly and conclusions arrived at on sufficient data to determine the rates payable to private presses for Government work done by them.	
52	52	A Committee consisting of an expert Cost Accountant and a Master Printer should be formed to evolve a uniform and modern costing system for Government presses on the lines obtaining in the U. K. and U.S.A.	..
53	53	Statistical printing should be confined to one press where special arrangements can be made for the purpose.	..
54	54	Enquiries for taking departmental action against the officials responsible for not clearing in time some paper from the Calcutta Port Trust godowns resulting in a loss of several lakhs of rupees to Government by way of demurrage should be speeded up, and the defaulters brought to book. Suitable steps should also be taken to avoid recurrence of such cases in future.	
55	55	Steps should be taken to reorganise the departmental machinery so as to secure effective coordination amongst the various units of the organization.	..

Fourth Report

Sl. No.	Ref. to Para. No. of the Report	Summary of recommendations	Anticipated savings (in thousand rupees)
56	56	Government should reconsider the question of delegating more powers to Heads of offices for smooth and proper working of their offices.	..
57	57	Other things being equal, printing machines should ordinarily be purchased from and through local agents and firms so that the machinery in Government presses is installed free and also free service for a limited period and regular supply of spare parts guaranteed.	..
58	58	The supervisory posts in the Government of India Presses should be declared as selection posts and appointments to them made on the basis of merit alone. The U.P.S.C. should be associated with selection for such appointments.	..
CENTRAL PUBLIC WORKS DEPARTMENT			
59	61	In addition to supervision and inspection during the progress of a work by the Executive Engineer, final check should be made by the Superintending Engineer or Chief Engineer who passed the estimates and accepted the tender, and bills should be paid only after the officer who approved the estimates has certified that the work has been completed according to approved plans specification's and rates of tenders.	
60	62	The cadre of Superintending Engineer is not necessary and should be abolished gradually. (Minus 10 Superintending Engineers).	2,40
61	63	A committee consisting of the representatives of the Ministries of Works, Mines and Power and Finance should be set up to consider the feasibility of the works being executed by the C.P.W.D. departmentally with a view to saving some margin of profit now availed of by the contractors.	..
62	64	After the report of the Committee consisting of the Chief Engineer, C.P.W.D., Member Engineer, Railway Board and Engineer-in-Chief, Defence Ministry is made available, the schedule of rates formulated by the C. P. W. D. should be revised in the light of observations of the said Committee.	
63	65	The schedule of rates must be different for different areas, and should be revised every quarter. The result of the revision of the rates should be communicated to the Ministry of Finance.	..
64	66	Immediate steps should be taken to reduce the over-head charges, and in any case they should not exceed 10 per cent of the cost of the project.	..

APPENDIX

Sl. No.	Ref. to Para. No. of the Report	Summary of recommendations	Anticipated savings (in thousand rupees)
65	67	All schemes for construction works should first be carefully considered by a board consisting of the representatives of the Ministries of Finance, Works, Mines and Power and the Administrative Ministry concerned. Necessary budget provision should be made only after the detailed plans have been drawn up and the priority of the scheme settled. The amount included in the budget should be to the extent to which it is anticipated would be spent on the particular scheme.	
66	68	The post of the Additional Chief Engineer, Eastern Zone should be abolished and the circles under him placed under the charge of the Chief Engineer, Western Zone and the Chief Engineer, Civil Aviation Wing by making necessary readjustments. (Minus 1 Additional Chief Engineer).	31
67	69	The work-load for a division should be increased to at least Rs. 10 lakhs of maintenance work plus Rs. 15 lakhs of fresh construction work or if the division undertakes construction work only, it should be entrusted with fresh work to the value of at least Rs. 50 lakhs in a year. The staff should be sanctioned only after the estimates have been finally approved and budget provision sanctioned.	
68	70	There is considerable scope for effecting economy by regrouping the existing circles and divisions on a more rational basis, which should secure a reduction of at least 30 per cent of posts in all ranks of engineering staff. (30 per cent reduction in gazetted Engineering staff)	510
69	71	The Air-conditioning and Mechanical and Workshop Divisions should be amalgamated into a single division. The posts of the Superintending Engineer and one Executive Engineer should be abolished, and suitable reduction in other staff effected. (Minus 1 Superintending Engineer and 1 Executive Engineer)	33
70	72	The incidental charges paid by the Rehabilitation Ministry for the Maintenance of Rehabilitation Circle should be treated as reduction of expenditure under the Central Office of the C. P. W. D., if it is not already being done.	
71	73	The planning Circle and the Architectural Section should be amalgamated to form a single organisation within the framework of the Central Office of the C. P. W. D. Consequently, on the architectural side, the posts of Senior Architects, Junior Architects, Assistant Architects should be reduced to 3, 7 and 8 respectively and a corresponding reduction in the non-gazetted establishment made. Similarly on the planning side one post of the Superintending Engineer should be reduced, and the number of Executive Engineers and Assistant Executive Engineers	

Fourth Report

Sl. No.	Ref. to Para. No. of the Report	Summary if recommendations	Anticipated saving (in thousand rupees)
		should be reduced to 2 and 8 respectively. Suitable reduction in the ancillary staff in the non-gazetted cadre should also be effected.	172
		(Minus 1 Superintending Engineer, 2 Executive Engineers, 4 Assistant Executive Engineers, 3 Senior Architects, 5 Junior Architects and 6 Assistant Architects)	
72	74	Minor works and maintenance works at places away from the headquarters Offices should be entrusted to the local P. W. D. of the State Government of the M. E. S. authorities, as the case may be.	
73	75	Consequent on the regrouping of different circles, etc., one post of Assistant Administrative Officer should be abolished.	7
		(Minus 1 Assistant Administrative Officer).	
74	76	The number of posts of Labour Officers should be reduced from 8 to 4 and a zonal system should be devised so that each zone be placed under the charge of one officer.	17
		(Minus 4 Labour Officers).	
75	77	Consequent on the abolition of the posts of Superintending Engineers the 12 posts of Personal Assistants in the rank of Assistant Engineers attached to them should be abolished.	64
		(Minus 12 P. As. to Superintending Engineers).	
76	78	The provision of Superintendents should be made on the basis of 1 Superintendent for 10 Assistants and 5 Clerks. Same reduction should be made in the number of Assistants-in-Charge. The scale of work of ministerial staff should be 20 receipts a day, Stenographers should only be attached to the Chief Engineers, and a small polo of stenographers formed for all other officers. The strength of Class IV Servants should be reduced by 50 per cent. In the circle offices also revised scale of works should be laid down there by effecting considerable economy in expenditure. Definit scales of works should be prescribed for Estimators, Draughtsmen and Computers, etc, and the possibility of effecting economy in these ranks explored.	20,00
		(25 percent reduction in non-gazetted establishment).	
77	79	The allottees should be made responsible for looking after the lawns in their bungalows and they should bear the entire cost of maintenance. At the time of allotment a condition should be stipulated that the allottee should maintain the gardens properly. Maintenance of public parks and lawns should be transferred to the Municipal authorities. A nucleus	

APPENDIX

Sl. No.	Ref. to Para. No of the Report	Summary of recommendations	Anticipated savings (in thousand rupees)
		of the Horticultural Division need only be maintained for general supervision over the maintenance of parks, lawns, etc.	
		(Reduction 75 percent)	
78	81	In order that public funds are not wasted it is essential that before acquiring land from private persons or bodies at high prices Government should make full use of the existing buildings and waste lands.	..
79	82	When any development schemes are formulated expenditure on construction operations should be limited to the barest minimum, and a substantial percentage of the capital amount should be utilised towards equipment, training of personnel and other factors required essentially for increased and efficient production.	
80	83	A statement for the scrutiny of Government should be prepared yearly showing the estimates of work as originally framed and approved and actual expenditure incurred on completion and the variations between the estimates and actual expenditure fully explained. The powers of the officers to regularise excesses over estimates should be drastically curtailed.	..
81	84	All cases of delay in construction, etc. should be properly investigated and suitable punishment meted out to those responsible for it. Strict penalties should be imposed on those found guilty of indulging in corruption. A time-limit for completion of a work should be laid down and strictly adhered to. There should be periodical check by the Senior Officers on the work of the lower officers and quick action should be taken if anything irregular comes to their notice.	
82	85	The powers to incur expenditure on petty repairs, maintenance and petty construction works up to a certain maximum limit should be delegated to the Heads of Departments and Ministries so that there is no delay in the execution of petty works.	..
GEOLOGICAL SURVEY OF INDIA			
83	90	While the necessity for strengthening the Geological Survey of India is realised, it is desirable that there should be no wastage of man-power and money and to ensure this scales of work for each post in the organization should be prescribed.	..
84	91	To augment the existing Geological staff and to produce better qualified personnel, a coordinated plan should be evolved in consultation with the Ministry of Education, the Inter-University Board and the various State Governments to revise the curricula of studies in Geology in the Indian Universities.	..

Fourth Report

Sl. No.	Ref. to Para No. of the Report	Summary of recommendations	Anticipated savings (in thousand rupees)
85	91	Urgent steps should be taken to obtain the services of specialists asked for under President Truman's Point Four Programme.	
86	92	Effective steps should be taken to procure the drilling and other necessary equipment so that the work of the ground-water supply may be accelerated	
87	93	The existence of fresh mines and the possibility of expansion of the diamond production industry should be explored.	..
88	95	Private enterprise should be encouraged to take up the work of developing and discovering the sources of wealth to supplement the work done departmentally. In granting mining licenses to private agencies royalties should be fixed at adequate rates.	..
89	96	A mining cess may be levied on the lines of that imposed on sugar, tea, coffee, etc., and the proceeds utilised in establishing a special branch in the Geological Survey for rendering technical advice to private concerns.	
CENTRAL ELECTRICITY COMMISSION			
90	99	The work relating to hydro-electricity which is at present carried on in the CWINC should be transferred to the Central Electricity Commission, and consequently the Hydro-electric Branch under the CWINC should be abolished.	135
		<i>(Minus 17 officers and 11 members of ministerial staff)</i>	
91	100	Two posts of Chief Engineers and one post of Deputy Chief Engineer should be abolished and two posts of Engineers created in lieu thereof. The designation 'Senior Project Officer' should be replaced by 'Project Officer' and 3 posts in this cadre abolished. The present cadres of Project Officers' and 'Assistant Engineers' may be amalgamated into one cadre, viz. "Assistant Engineers" and consequently 20 posts of Project Officers Assistant Engineers abolished.	
		<i>(Minus 24 officers)</i>	
92	101	Normally a Stenographer should be allotted to a senior officer and a pool of stenographers formed for a group of junior officers. Suitable reduction in clerical staff should also be effected.	38
		<i>(Minus 4 Stenographers and 20 clerks)</i>	
93	102	Government should explore the possibility of combining the Central Electricity Authority with the Central Electricity Commission.	
94	103	Steps should be taken to recover the outstanding amount on account of the sale of the Electrical Generating Plant to the various parties. In such cases accounts should be maintained on commercial lines and accounts with the parties concerned settled promptly so as to avoid any loss to the Exchequer	..

APPENDIX

Sl. No.	Ref. to Para No. of the Report	Summary of recommendations	Anticipated savings (in thousand rupees)
95	104	The parties who have taken the plant on hire should be persuaded to purchase it. Pending that, recovery of hire charges should be effected and in the case of defaulting parties Government may consider the question of recovering interest on the basis of commercial practices.	
96	105	In regard to the officers and staff of the Centre Electricity Commission lent to the Damodar Valley Corporation, the recoveries made from the latter should include leave salary and pension contributions on the rates obtaining in the case of staff lent on foreign service.	
97	105	Provisional payments should be finalised urgently; bills for recoveries from the D. V. C. should be prepared quarterly and recoveries effected through the Accounts Officer concerned.	
98	106	In order to enforce speedy clearance of bills the accounts of a work should not be kept open beyond three months of the date of its completion.	
SECRETARIAT OF THE MINISTRY OF W.M.P.			
99	107	The strength of the officers, ministerial and Class IV staff of the Ministry should be fixed in the light of the earlier recommendations made by the Committee regarding the work-load of officers and staff, the system of disposal of files, etc. The expenditure on tours of officers, telephones, telegrams and postage charges and contingencies should also be regulated in accordance with the recommendations made in this regard in the earlier reports.	325
		(Reduction 25 per cent).	Total Rs. 1,70,08,000