

**ESTIMATES COMMITTEE
1963-64**

THIRTY-EIGHTH REPORT

(THIRD LOK SABHA)

MINISTRY OF D. FENCE

Action taken by Government on the recommendations contained in the Twenty-fifth Report (Second Lok Sabha) of the Estimates Committee on the Ministry of Defence—Military Engineer Services.



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CORRIGENDA

33th Report of the Estimates Committee on the Ministry of Defence

- Page 6, col. 4, second line from bottom, read 'some' for 'som'.
- Page 12, col. 3, S. No. 14, line 6, read 'technical' for 'teechnical'
- Page 16, col. 4, para 2, line 2, read 'Rules' for 'Rues'
- Page 27, col. 1, read S.No. '51' for '1s'
- Page 33, col. 4, line 19, read 'local' for 'loca'
- Page 42, col. 4, line 1, read 'the' for 'th'
- Page 49, col. 1, against figure 39, insert '16'
- Page 50, col. 1 and 2, insert figures '17' and '40' respectively
- Page 54, col. 1 and 2, insert figures '21' and '53' respectively.
- Page 58, col. 4, line 1, read 'of' for 'o'
- Page 59 col. 4, para 2, line 1, read 'entrusting' for 'entrustng'
- Page 63, S. No. 43, col. 4, part (b), read 'Engineers' for 'Engineers'
- Page 65, col. 4, line 15, read 'Committee' for 'Commtee'
- Page 65, col. 4, line 16, read 'as they' for 'ast hey'
- Page 72, col. 4, line 10, read 'These' for 'these'
- Page 81, col. 4, item b(1) read 'schedule' for 'schedn'

P. T. O.

Page 89, col. 4, line 1, read 'of' for 'o'

Page 89, col. 4, line 2, read 'have' for 'ha'

Page 124, col. 3, against S. No. 76, line 1, read
'power' for 'pove'

Page 124, col. 3, against S. No. 76, line 2, read
'Administrative' for 'Administrativs'

Page 126, col. 3, against S. No. 88, item (1) read
'given' for 'givn'

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(1963-64)

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*Ceased to be member of the Committee w.e.f. 19th July, 1963 on his appointment as a Minister.

(iv)

27. Shri Diwan Chand Sharma
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29. Shri Tekur Subramanyam
30. Shri N. M. Wadiwa.

SECRETARIAT

Shri Avtar Singh Rikhy—*Deputy Secretary.*

INTRODUCTION

I, the Chairman, Estimates Committee, having been authorised by the Committee present this Thirty-Eighth Report on action taken by Government on the recommendations contained in the Twenty-Fifth Report (Second Lok Sabha) of the Estimates Committee on the Ministry of Defence—Military Engineer Services.

2. The Twenty-Fifth Report of the Estimates Committee was presented to the Lok Sabha on the 30th April, 1958. Government furnished replies indicating action taken on the recommendations contained in the Report between the 30th March, 1960 and the 26th September, 1962.

3. Replies to the recommendations were considered by the Study Group 'G' of the Estimates Committee (1961-62) on the 1st November, 1961 and Study group 'E' of the Estimates Committee (1962-63) on the 11th December, 1962. The draft Report on the action taken by Government on the recommendations was adopted by the Committee on the 14th May, 1963.

4. The Report has been divided into the following five Chapters:

I. Report.

II. Recommendations which have been accepted by the Committee.

III. Replies of Government which have been accepted by the Committee.

IV. Replies of Government which have not been finally accepted by the Committee.

V. Recommendations in respect of which final replies of Government have not been received.

5. An analysis of the action taken by Government on the recommendations contained in the 25th Report (Second Lok Sabha) of the Estimates Committee is given in Appendix VII. It would be observed therefrom that out of 90 recommendations made in the Report, 43 recommendations i.e. 47·8 per cent have been fully accepted by Government while 7 recommendations i.e. 7·8 per cent have been

accepted partly. In view of the position set out by the Government, the Committee have accepted their replies in respect of 34 recommendations i.e. 37·8 per cent. The Committee have been unable to accept Government's replies in respect of 2 recommendations i.e. 2·2 per cent whereas final replies of Government have not been received in respect of 4 recommendations i.e. 4·4 per cent

NEW DELHI-1,
August 21, 1963/Sravana 30, 1885 (Saka).

ARUN CHANDRA GUHA,
Chairman,
Estimates Committee.

CHAPTER I

REPORT

The Estimates Committee are glad that the points brought out in their Twenty-fifth Report (Second Lok Sabha) on the Ministry of Defence—Military Engineer Services, have been replied to by Government generally to their satisfaction.

CHAPTER II

RECOMMENDATIONS WHICH HAVE BEEN ACCEPTED BY THE GOVERNMENT

| Serial No. (as in the appendix XIII to the Report) | Reference to Paragraph No. of the Report | Summary of Recommendations/Conclusions | Reply of the Government |
|--|--|--|--|
| 1 | 2 | 3 | 4 |
| 1 | 10-11 | <p>The Committee have called for a statement showing the action taken by Government on the recommendations of the M.E.S. Review Committee.</p> <p>The Committee recommend that a time limit should be set for coming to definite conclusions on matters over which a Committee have deliberated and put in much time and labour. Further they would suggest that in order to expedite decisions on important issues, the system of discussions between the concerned authorities should be adopted to an increasing extent.</p> | <p>A statement showing action taken by Government on the recommendations of the M.E.S. Review Committee is enclosed. (Appendix I—Annexure I). Efforts are being made to finalise decisions on the outstanding recommendations as quickly as possible.</p> |
| 2. | | <p>Government appreciate the necessity of reaching early conclusions on recommendations of Committees set up to examine a particular issue. It is, however, not always possible to foresee the extent of work involved in examining the recommendations of a Committee and it would not, therefore, seem possible to set a time limit for arriving at definite conclusions on its recommendations. All steps are being taken in the Ministry of Defence to arrive at early conclusions on recommendations of Committees with increasing emphasis on personal discussions between the authorities concerned, as</p> | <p>Government appreciate the necessity of reaching early conclusions on recommendations of Committees set up to examine a particular issue. It is, however, not always possible to foresee the extent of work involved in examining the recommendations of a Committee and it would not, therefore, seem possible to set a time limit for arriving at definite conclusions on its recommendations. All steps are being taken in the Ministry of Defence to arrive at early conclusions on recommendations of Committees with increasing emphasis on personal discussions between the authorities concerned, as</p> |

suggested by the Estimates Committee. In regard to the recommendations of the M.E.S. Review Committee, decisions have been taken by personal discussions to a considerable extent and the same procedure is being followed in arriving at conclusions on the outstanding items.

(Ministry of Defence O.M. No. 9(2)/58/Part II OSD(W) dated 1st April, 1961).

Further information asked by the Committee

Latest position in respect of the recommendations of the M.E.S. Review Committee which were under consideration of the Government may be stated.

(L.S.S. O.M. No. 62-EC/58 dated 5-7-1961).

12 The Committee would suggest that while selecting the personnel for important Committees, it should be ensured that at least some of them are not overburdened with other responsibilities so that they will be able to finalise their work within a reasonable time.

A statement showing progress of action on the outstanding recommendations of the M.E.S. Review Committee (Recommendation No. 1 of the Estimate Committee) is given in Appendix I—Annexure II.

(Ministry of Defence O.M. No. 9(2)/58/OSD(W)/Part II dated the 15th November, 1961).

While the officer to serve on an important Committee will be selected on the basis of his experience and suitability for the particular work, efforts will be made to the extent possible to relieve him of part of his other work if he is overburdened with such work so that the Committee might finish the work within a reasonable time.

(Ministry of Defence O.M. No. F36(8)/59 D(Coord), dated 29th June, 1960).

3 The Committee view with concern recurring over-budgeting which is contrary to sound finance.

4 The Committee feel that the reasons for the lapse or surrender of funds are avoidable and clearly show a lack of proper planning and an inadequate appreciation of the various preliminaries to the execution of works on the part of concerned authorities. The Committee have no doubt that with sufficient care and foresight, the infructuous expenditure and labour on projects which were not taken up though included in the budget estimates could have been avoided. The Committee would refer in this connection to para. 12 of their Ninth Report (First Lok Sabha) in which they have stressed the necessity of proper planning of all aspects of a scheme before its inclusion in the Budget Estimates to avoid lapse of funds.

Necessary instructions were issued to H.Q. Commands in Army Headquarters letter No. 63150/Q3Wii, dated 6-10-55 to ensure that all efforts are made to make the approximate estimates realistic and to avoid subsequent changes in specifications or cost for reasons which could be foreseen at the time of preparing approximate estimates. Further instructions to ensure proper planning of projects were issued in Army HQrs. letter No. 83097/Q3W(P), dated the 3rd June, 1957. A copy each of these letters is enclosed (Appendix II)

2. Various measures have been taken recently to avoid over-budgeting and to minimise surrender of funds. Among the important ones are :—

(a) Emphasis on better estimating, taking into account all ground factors. The M.E.S. Review Committee have also recommended 5% tolerance on Administrative Approval. This recommendation has since been accepted by Government and Government Orders implementing the recommendation have also been issued.

(b) Improvement in users' planning, e.g., formation of Quartermaster-General's Planning Teams in Commands, emphasis on finalisation of

users requirements at the Acceptance of Necessity stage ; no change in the scope of a project by the users after it has been Administratively Approved ; planning on a continuous cycle ; etc.

(c) Drive for increasing the time interval between Administrative Approval and execution, so as to facilitate better Technical and Budget planning by Engineers and early commencement of works.

(d) It has been agreed that —

(i) as soon as Administrative Approval is issued Services H Qrs. will indicate whether or not the project will be started during the following financial year, to enable Engineers to take preliminary action.

(ii) in the case of new construction, Administrative Approval will not be released for execution if it is anticipated that the site cannot be made available to Engineers within a period of one month.

(iii) in order to avoid delay in the receipt of allotment of funds, allotments will be made direct to the Garrison Engineers with copies to intermediate formations.

(e) The Chief Engineers have been instructed :—

(i) to anticipate savings well-in-advance and not to demand funds where they anticipate that

the work will be completed at a lesser cost than estimated ;

(ii) not to make budget provision if they anticipate that a final bill will not be paid before the end of the financial year.

3. The above measures coupled with the gradual improvement in indigenous production of stores should reduce surrenders substantially. The situation has been gradually improving over the years as a result of the above mentioned measures.

It may, however, be added that even under the best procedures surrenders may become unavoidable due to unforeseen factors, e.g., difficulties over contracts, procurement of stores, failure of contractors, non-receipt of book debits or inter-departmental schedules, and cannot, therefore, be entirely eliminated. In the case of contracts need arises at times to go in for re-tendering due to want of competitive tenders, or high tenders, with consequent delay in commencement of work. Failure to complete supplies of stores by the dates stipulated by D.G.S. & D. in his acceptance of tenders not only causes dislocation in the progress of works, but results in some cases in large amounts earmarked for the stores

being left unspent in the financial year concerned.

(Ministry of Defence O.M. No. 9(2)/58Part-III/OSD(w) dated 24th October, 1960).

5 18—19 The Committee notice that it is not only in the case of construction works, but even under other heads that there is a rush of expenditure towards the close of the financial year. This leads one to believe that apart from other reasons there is a tendency to relax the pace of activity during the first 8 or 9 months of the year and to accelerate it only during the last 3 months.

6 20 The Committee are concerned at the persistent rush of expenditure during the last months of every year as it is bound to create the impression that public money is being expended hastily and in an ill-considered manner. Although the Committee were told by the Controller General of Defence Accounts that no checks (audit and technical) were overlooked during the rush period, they fail to understand how the normal complement of staff sanctioned for this purpose could effectively apply all the requisite checks over about 1/3rd of the total yearly expenditure in one month only unless either the scrutiny exercised is perfunctory or the staff strength is liberal and is under-worked during the other months of the year. The Committee feel that the rush of expenditure during the last quarter of the year

Chi f Engineers have been instructed to follow the procedure recommended by the Committee. Copies of Director General of Works letters No. 45135 Gen E2A dated 10-6-60 and No. 66964 E2A, dated 27-10-60 are enclosed for information. (Appendix III)

2. The following measures have also been taken which would materially help towards evening of the rate of progress of works and consequential even flow of expenditure :—

- (i) Efforts are being made to issue, as far as possible, Administrative Approvals for works in advance of the financial year in which they are scheduled to be undertaken ; and
 - (ii) To avoid delay in receipt of allotment of funds, allotment will be made direct to Garrison Engineers, with copies to intermediate formations.
3. It may be mentioned that some imbalance in expenditure towards the closing months of the year is inevitable so long as the present financial year is adopted as the working season really starts from October.

is not inevitable. The Committee do not approve of the practice of proceedings in a leisurely fashion in the first nine months of the year and then making frantic attempts to see that the bills of contracts are passed by the end of March. The Committee have no doubt that the position could improve considerably if attempts were made at all levels to avoid rush of expenditure towards the close of the year by arranging for bills to be paid to a larger extent, from the beginning of the year. To facilitate the spreading of expenditure evenly throughout the year, they would suggest that the quarterly allotments of expenditure proposed for the year should be planned by the G.Es. immediately on receipt of the yearly allotments. This may be done in consultation with the Cs.W.E. The progress of actual expenditure against the planned expenditure should be closely watched from month to month by means of a chart with a view to detect divergences if any. A periodical review of the proposed expenditure should also be made by the C.Es. who should arrange meetings, if necessary, with their Cs.W.E. and G.Es. for removing any bottlenecks in the progress of planned expenditure.

(*Ministry of Defence O.M. No. 9(2)/58/Part II*)
(*OSD(W) dated 18th November, 1960.*)

7

The Committee are not happy over the delay in the matter of rent recoveries. They feel that with the passage of time and further accumulation of dues, settlement would become more difficult. Also since these issues will have to be settled some time, there is no reason why it should not be done early. They would therefore suggest that the various issues involved should be settled with the parties concerned without any further delay by arranging discussion at the highest level.

Meetings are being held at appropriate levels to settle outstanding issues.

2. The position has recently been reviewed and it has been decided that a group of Officers representing Ministries of Defence and Finance (Defence) and Military authorities should scrutinise the cases and recommend practical steps for their speedy liquidation. Various measures, including meetings with the representatives of Central Ministries, State Government Departments, wherever necessary, are being adopted to expedite clearance of outstanding arrears and the matter will be kept under constant review.

[Ministry of Defence O.M. No. 9(2)/58/Part II/OSD (W) dated 28th November, 1960].

8

The Committee fail to understand how heavy outstandings were allowed to accumulate against third parties which could have had the use of public buildings only after necessary permission and under agreed conditions. They have no doubt that this has been mainly due to laxity in enforcing the conditions and recovery of rents as and when it fell due. They recommend that effective measures should be instituted to recover the outstandings and that the officers concerned should be made to realise their responsibility in this matter.

The following measures have since been adopted to liquidate the outstanding dues from third parties:—

- (a) Termination of contract with due notice where the party is reluctant to pay;
- (b) Legal action;
- (c) Discontinuance of water & electric supply;
- (d) Disciplinary action;
- (e) Deduction upto 1/5th of Mess Maintenance Allowance towards outstanding arrears of rent etc.;
- (f) Appointment of Review Committees at Command Headquarters to consider the following categories of cases and to recommend further course of action:—

- (i) Officers who have left the country/leased;
- (ii) Units & Messes disbanded/left the country;
- (iii) Contractors & private parties not traceable
- (g) Army Commanders have been instructed by the Chief of the Army Staff to pay personal attention to the recovery of outstanding arrears of rent and allied charges.

2. The position has recently been reviewed to determine further measures to be adopted for liquidation of arrears of rent and allied charges. As a result, various measures are being adopted to expedite clearance of outstanding arrears. The matter will be kept under constant review.

[Ministry of Defence O.M. No. 9(2) 58/Part III/OSD (W) dated 28th November, 1960.]

12 31 Committee suggest that a system should be devised whereby the G.Es. should be required to correlate their expenditure on establishment to the expenditure on the execution of work and maintenance. The *Garrison Engineers* may be encouraged to give an objective analysis of the position in their Divisions by introducing a

Recently, a survey was made of establishment expenditure of each Garrison Engineer in relation to his load. It was found that correlation of expenditure on establishment to the expenditure on works, was not always possible as all Garrison Engineers have to maintain a certain minimum establishment for their normal com-

system of special commendations to the Garrison Engineers in their Confidential Reports for such work.

mitments regardless of the fluctuation in capital works. This minimum depends on various local factors, such as the extent of territory which each Garrison Engineer has to administer, the administrative layout of troops, etc.

2. MES Review Committee went into this question and recommended that the MES should adopt a yardstick of Rs. 40 lakhs (Maintenance load being regarded as equivalent to twice the construction load) per Division and Rs. 1-1/2 crores for C.W.E. This recommendation was accepted by Government as a general guide, and is being kept in view by all concerned at the time of annual review of Establishment.

H

3. Chief Engineers have been directed to review the position in regard to establishments continuously at all levels and to make all possible reductions consistent with efficiency.

4. Confidential report on a C.E. takes into consideration all aspects of his work, including economy in staff. A special commendation for this particular aspect alone in the Confidential Report would not appear to be necessary.

5. In this connection reply against recommendation No. 18 may also please be referred to.

[Ministry of Defence O.M. No. 9(2)/58/Part III
O SD(W) dated 28th November, 1960.]

13 The Committee would recommend that a systematic comparison between the M.E.S. Organisation and those of works agencies of the Central and State Governments should be undertaken with a view to finding out the reasons for the varying establishment charges as between the different Works Organisations and to arrive at the most economical and efficient methods of executing works. Based on the results of such an examination the feasibility of entrusting progressively more and more works for execution to different agencies which have special advantages to work economically should be considered after assessing their capacity and resources and providing for augmentation of that capacity where necessary.

A systematic study on the lines recommended by the Committee has been undertaken by the Buildings Projects Team appointed by the Planning Commission, whose report on this subject is awaited

2. The feasibility of entrusting Defence works to other civil agencies was examined in 1957 by the MES Review Committee which came to the conclusion that CPWD/State P.W.Ds. might not be able to help the M.E.S. to any great extent and recommended that their services might be utilised where the M.E.S. was not established and where they might be in a position to undertake works on behalf of the Defence Services. The recommendation of the M.E.S. Review Committee has been accepted.

[Ministry of Defence O.M. No. 9 (2)/58/Part II/
OSD (W) dated 24th October, 1960.]

14 37 The Committee would emphasize the necessity of a review being carried out for the purpose of replacing engineer officers by non-technical officers where the former are performing functions which could be performed equally well by the latter, so that technical men might be released for engineering activities. Even in respect of stores duties where some specialised knowledge and experience will be de-

The principle that appointments which do not call for technical knowledge should be filled by non-technical Officers has been accepted and a review is being carried out, as recommended by the Estimates Committee, in consultation with all concerned.

[Ministry of Defence O.M. No. 9 (2)/58/Part II/
OSD (W) dated 11th January, 1961.]

sirable, it is not necessary to employ a full fledged engineer. It should be sufficient to utilise departmentally trained persons with adequate experience.

15

The Committee feel that there is scope for reduction in the number of Superintending Engineers employed in the Offices of the Chief Engineer. The Committee desire that a review should be carried out from this point of view and a reduction in the number of S.Os. I in the Chief Engineer's Offices should be brought about by amalgamation of Sections and entrusting their work to S.Os. II in suitable cases.

38

M.E.S. Officer establishments are reviewed annually and the posts considered absolutely necessary to deal with the anticipated work load are sanctioned from year to year. However, a group of officers representing Ministries of Defence and Finance (Defence) and Military authorities has been detailed to examine the possibility of reducing the number of S.Os. I in the offices of Chief Engineers.

[Ministry of Defence O.M. No. 9 (2/58/Part III)
OSD (W) dated 30th November, 1960.]

43

18 The Committee consider it necessary that a standard should be laid down regarding the number of Divisions in an Area according to the nature of the work and that a review should be made in order to arrive at some uniformity.

48

A yard-stick of Rs. 40 lakhs (maintenance load being regarded as equivalent to twice the construction load) per division and Rs. 1½ crores per C.W.E. recommended by the M.E.S. Review Committee has since been accepted by Government as a general guide for determining the number of divisions in a C.W.E. Although efforts are made to follow the yardstick various other factors such as geographical layout, administrative layout of troops, volume and urgency of work etc., influence the number of G.Es. that a C.W.E. can efficiently control.

Establishments of M.E.S. formations are continually reviewed with a view to reducing overall

establishments consistent with efficiency in the light of the works load of each and necessary adjustments are made. Divisions are also sanctioned annually after a systematic review of distribution of works load. The average distribution of G.Es. per C.W.E. during the years 1956-57, 1957-58 and 1958-59 is indicated below :—

| | Number of | | Ratio |
|---------|-----------|-------|-------|
| | Cs.W.E. | G.Es. | |
| 1956-57 | 23 | 68 | 1:3.0 |
| 1957-58 | 21 | 68 | 1:3.2 |
| 1958-59 | 18 | 64 | 1:3.6 |

(The G.Es. formations shown above exclude Engineer Stores Parks as well as Engineer Stores Depots, which are also administered by C.W.E.).

[Ministry of Defence O.M. No. 9(2)/58/Part I/ OSD(W) dated 1st September, 1960]

19 50 The Committee would like to be assured that in view of the cuts in the size of the Plan, appropriate action has been taken to prune the establishment accordingly and effect the necessary

The expansion scheme for the M.E.S. to cope with the workload during the Second Plan Period was only partially implemented. Reduction in establishments both for planning

sary savings.

and execution of works to the extent possible has, however, been made.

2. The establishment for planning and execution of works is reviewed from time to time and only posts considered necessary to cope with the workload are sanctioned.

[Ministry of Defence O.M. No. 9(2)/58/Part II/OSD(W) dated 30th November, 1960.]

20 The Committee consider that while planning and designing of technical accommodation required for the Navy and Air Force may remain with the E-in-C's Office, planning and designing work for the Army and Factories in addition to the planning and designing work for the Navy and Air Force should be centralised as far as possible at the Command level. The CsWE and GEs should be relieved to a very large extent of responsibilities for planning and designing and be left free to attend to their duties of supervision and execution. The Committee feel that if this is done, it will not be necessary to carry a fairly large complement of planning and designing staff in the establishments of the CsWE and GEs and that it will lead to considerable economy by reduction in strength.

52

Under the existing set up, planning and designing of all Army and Factory projects and domestic accommodation for the Navy and Air Force is to a large extent centralised either at Services HQs level or at Command level. The little planning and designing at present done at C.W.E. and G.E. level is mainly restricted to small jobs involving an intimate knowledge of ground conditions, such as additions and alterations, external services (e.g. roads, water and electric supply), minor works, special repairs, etc., and the preparation of site and layout plans for projects. CsWE and GEs are gradually being relieved of as much paper work as possible to enable them to devote more time on supervision of works-in-progress. CsWE and GEs have, however, no staff exclusively for planning and designing and these duties are at present being carried out by the normal staff employed in their offices. Moreover, the little planning and designing which is at present done by the normal staff of the offices of CsWE and GEs cannot

be taken over by Commands because the nature of work requires intimate knowledge of the local conditions.

[*Ministry of Defence O.M. No. 9(2) 58 Part III OSD(W) dated 30th March, 1960.*]

24 59 The Committee have in respect of the posts which are filled partly by direct recruitment, called for details showing the percentage of posts which are held by departmental promotees. The Committee recommend that in order to create a feeling of hopefulness and to evoke enthusiastic efforts, minimum percentages should be prescribed in respect of the posts in this category which would be filled by departmental promotion.

Direct recruitment is confined to the grade of Assistant Executive Engineers or equivalent grades. Direct recruitment to posts of Executive Engineers and Superintending Engineers was partially resorted to in 1949 in order to meet the great shortage then prevailing. Subsequently, hardly any direct recruitment to grades higher than that of Assistant Executive Engineer was made except for academic posts at the college of Military Engineering. Vacant posts above the grade of Assistant Executive Engineers are invariably filled by promotion of departmental officers unless suitable officers are not available.

In accordance with M.E.S. Class-I (Recruitment Promotion and Seniority) Rules, 50% of the permanent posts of Assistant Executive Engineers and Assistant Surveyor of Works are to be filled by direct recruitment on the basis of Combined Engineering Services Examination and 10% by promotion of departmental candidates. As there are a large number of departmental candidates now available, the quota of 10% earmarked for departmental candidates, has now

been raised, as an interim measure, to 50% upto 1961.

3. Temporary posts in the grade of Assistant Executive Engineer or equivalent grades have generally been filled up by the promotion of suitable departmental subordinates. Direct recruitment to temporary posts has been resorted to only to meet short-falls and to infuse an element of fresh blood at the level of Assistant Executive Engineer.

4. In other cadres of the M.E.S. where vacancies are filled partly by direct recruitment and partly by departmental promotion, definite proportions for direct recruitment and departmental promotion have been laid down. In this connection a reference is made to cadre of Assistant Architects (e.g., item 11 of Appendix VI of the Report*).

The proportion between the Departmental Promotees and direct recruits as on date in the various grades is as under:—

| Category | Departmental Promotees | Direct Recruits |
|------------------------------|------------------------|-----------------|
| Assistant Executive Engineer | 77% | 23% |
| Assistant Surveyor of Works | 91% | 9% |
| Assistant Architect | 80% | 20% |

[Ministry of Defence O.M. No. 9(2)/58/Part II/OSD (W) dated 18th November, 1960].

Original (25th) Report

25 With regard to the prospects for Civilian Officers the Committee consider the recommendation made by the M.E.S. Review Committee in this respect unexceptionable and hope that the principle would be accepted that where operational matters are not involved, an officer possessing the requisite engineering skill and competence could be entrusted with a technical job, notwithstanding the fact that he might not have been trained as a soldier. This Committee have considered separately the question of making the organisation entirely civilian.

26 If the Committee's recommendation that Engineer personnel should not be wasted on Stores and Personnel and Administrative duties is accepted it would incidentally throw open avenues for promotion to those officers of the Barrack Stores cadre and the Administrative Cadre, who have gathered valuable experience in those activities but would have no prospects for promotion otherwise.

28 The Committee would suggest that it may be examined whether the military training of tradesmen who retire from the Corps of Engineers could be dispensed with when they have finished their colour service especially if they are employed in the same technical job for which they are trained.

Government have accepted the principle that where operational matters are not involved, Civilian Officers possessing the requisite engineering skill and competence may be considered for posts higher than those of Commander Works Engineer.

[Ministry of Defence O.M. No. 9(2):58/Part II/OSD(W) dated 20th January, 1961.]

The principle that appointments which do not call for technical knowledge should be filled by non-technical Officers has been accepted and a review is being carried out, as recommended by the Estimates Committee, in consultation with all concerned.

[Ministry of Defence O.M. No. 9(2):58/Part II/OSD (W) dated 11th January, 1961.]

The question of exemption of reservists from training has already been examined. It has been decided that the following categories of tradesmen of the Corps of Engineers will be exempted from being called up for training provided the employers (whether Govt. or recognised civil firms/institutions) furnish a certificate every

year that they are still employed in their respective trades, are efficient and will be released immediately on mobilisation. Other categories of tradesmen in the Corps must be given training, otherwise they cannot fulfil their role in units without undergoing considerable period of refresher training when called up in an emergency:—

Draughtsman Estimating and Design.
Mechanist Electrical/Mechanical.

Well Borer.

Surveyor Trigonometrical.

Litho Machine Erector.

Surveyor Topo.

Litho Machine Minder.

Litho Prover.

Overseer Buildings/Roads.

Guard Railway.

Photo Carto.

Draughtsman Litho.

Photo Writer.

Helio Worker.

Block Inspector.

Driver Railway Engine.

Permanent Way Inspector.

Traffic Operator.

Draughtsman Railway.

Surveyor Railway.

Boiler Maker.

Driver Marine Internal Combustion.

Driver Marine Steam.

Fitter Loco.
 Fitter Railway Signals.
 Fireman.
 Ship Wright.
 Wagon Erector.
 Draughtsman Topo.
 Cooks Unit.
 Tailors Unit.
 Equipment and Boot Repairers Unit.

[*Ministry of Defence O.M. No. 9(2)/58/Part III*
OSD(W) dated 27th May, 1960.]

29 69 The Committee recommend that the question of relaxing the rule that requires recruitment of draughtsmen, surveyors and others who retire from the Corps of Engineers only through the Employment Exchange be examined. The feasibility of registering such persons in the Employment Exchanges while they are in the last lap of service may also be considered.

The problems relating to the resettlement of Ex-Servicemen including Draughtsmen, Surveyors and others of Corps of Engineers have been examined. To facilitate expeditious absorption/resettlement of Ex-Servicemen in civil occupations, Government have since decided to extend the following concessions:—

- (a) Servicemen (But not Ex-Servicemen) shall be allowed to get themselves registered at any one Employment Exchange six months before the date of their actual release.

(b) Ex-Servicemen including Ex-Defence personnel should continue to get preference over all other categories of applicants in submission against vacancies notified by Defence establishments to Employment Exchange.

The above concession will go a long way in minimising the period of waiting for resettlement of Servicemen after release.

[Ministry of Defence O.M. No. 9(2)/58/Part II, OSD(W) dated 27th May, 1960.]

30 The Committee are not convinced by the reasons given for the high percentage of temporary personnel of all categories in the M. E. S. It is reasonable to infer that even on the basis of the workload of 1952 a fair percentage of permanent posts had not been created. The Committee would urge that the matter regarding the confirmation of temporary personnel may be very carefully examined and early action should be taken to fix the number of permanent posts on a reasonable basis.

(Further information called for by the Committee).

The result of the review conducted by Government and the nature of the orders issued for conversion of temporary posts into permanent ones may be intimated.

71 The question of conversion of a proportion of temporary posts into permanent ones in industrial establishments in the M.E.S. is being examined. As regards posts in other establishments, the position has been reviewed and it is expected that necessary Government Orders will be issued shortly.

[Ministry of Defence O. M. No. 9(2) 58 Part II, OSD(W) dated 11th January, 1961.]

Government orders laying down the basis for conversion of temporary posts in non-industrial establishments into permanent ones have been issued. A copy of the orders is enclosed (Appendix IV).

(L.S.S. O.M. No. 62-ECI/58 dated 5-7-61)

2. Action has already been initiated to implement the above orders and an additional 4024 temporary posts have been converted into permanent ones *vide* copy of the Government letter attached (Appendix IV).

3. It has also since been decided that—

(a) 80 per cent of the temporary non-industrial posts which have been in existence for a continuous period of not less than 3 years and are likely to be required on a permanent basis may be converted into permanent ones in the case of Ordnance Depots and other industrial installations on an all-India basis but not on Unit Depot basis.

(b) The actual permanent requirement of Industrial posts should be worked out and upto a maximum of 80 per cent of posts required for work of a permanent nature may be converted into permanent ones.

Action is being initiated for conversion of further temporary posts into permanent ones on the above basis.

[Ministry of Defence O. M. No. 9(2) 58/OSD (Works)]
Part II dated 1st April, 1961.]

74 The Committee would recommend that a comparative study should be made of the procedure followed in all the works organisations and certain uniform standards including simplification of procedure, common terminology etc. evolved which could be applicable to all. The uniform standards so arrived at might be followed by all the Departments with such modifications as are necessitated by the circumstances peculiar to each Department.

A study on the lines recommended by the Committee has since been undertaken by the Buildings Projects Team which has been appointed by the Planning Commission. Government propose to examine the question as soon as the report becomes available.

[Ministry of Defence O. M. No. 9(2)/58/Part II/
OSD(W) dated 24th September, 1960.]

77 The Committee feel that if the work is approached with a sense of urgency and responsibility, a good portion of the delay in the stages prior to commencement of works would be eliminated. Authorities responsible for taking decisions at every stage should consider matters in a complete form and arrive at firm decisions. At every stage careful attention should be given to planning, as inadequate planning at each stage would only cause delays in successive stages. Responsibilities at each stage should be fully realised and should be shouldered by the designated authorities without any attempt to pass them on to others, above or below them. Also care should be taken even at the very early stages that engineer efforts in terms of preparation of estimates etc. are not wasted on projects which are not likely to materialise or which may receive a very low priority.

The recommendation of the Estimates Committee has been noted for compliance. Every attempt is being made to minimise infructuous effort on planning of work. To eliminate avoidable delay and infructuous effort on the part of engineers and necessary instructions have been issued to all concerned to ensure that due consideration is given to users' requirements in the initial stages and no changes are made in projects after these have been submitted to Services Headquarters.

[Ministry of Defence O.M. No. 9(2)/58/Part II/
OSD(W) dated 1st September, 1960.]

33 The Committee are of the view that no change should be made on account of changes in users' requirements in cases which arise only because of some change of personality or change of some ideas without any great principles being involved. While providing for exceptional cases mentioned above, it should be made clear that the changes should be approved by a very high authority who should satisfy himself personally about the needs for the change and then only order it.

Necessary instructions have been issued to all concerned to ensure that due consideration is given to users' requirements at the initial stages and that no changes, other than those that may be necessitated purely due to change in the role of circumstances of the unit/information, are made to projects after these have been submitted to Services Headquarters for administrative approval. Where major changes in a project are necessary after the preparation of the approximate estimates, the project is treated as a new one in accordance with the revised procedure.

[Ministry of Defence O.M. No. 9(2) 58 Part II/
OSD(W) dated 1st September, 1960.]

39 The Committee would suggest that as a part of the examination of rates of maintenance for roads, it should also be examined whether the C.P.W.D. rates are on the high side.

89 To keep the roads in a satisfactory condition, the rate of maintenance of M.E.S. roads of varying widths ranging from 9 feet to 16 feet has been revised to Rs. 2760/- per annum per mile with effect from 1st April 1958. A uniform rate of maintenance including renewals and repairs for M.E.S. roads, both in the plains and hills, has been adopted for the purpose of making budget provision. The rate has been fixed on the basis of actual expenditure on maintenance of National Highways and Military roads during some preceding years, taking into account the type of roads the M.E.S. is required to maintain.

In cases where roads have already deteriorated considerably and cannot be brought up to reasonable standard of repair even at the enhanced rate of maintenance of Rs. 2760/- per mile, special repairs projects are initiated and considered by Government on the merits of each case.

2. A rough all-India average of annual expenditure on maintenance and repair of National Highways works out to Rs. 3,000/- as under :—

| | Rs. |
|---------------------------------------|-------|
| Normal maintenance per mile | 1,000 |
| Renewals and special repairs per mile | 2,000 |

Annual normal maintenance rate of 12 feet wide road in New Delhi by the C.P.W.D., which works out to Rs. 850/- per mile does not appear to be on the high side.

[Ministry of Defence O.M. No. 9(2)/58/Part II: OSD(W) date: 8th March, 1961].

41 The Committee would suggest that a study should be undertaken, so that it could be determined in what cases the capacity of the civil installations or the Defence installations should be augmented. They desire that while considering this matter attention should not

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The planning of water supply installations for the supply of water to meet Defence requirements is governed by factors of hygiene, military security and economy. The policy of the M.E.S. in this respect is to obtain supplies from the civil, wherever possible. For all new projects

be confined by each party to its own needs, but the question should be looked upon as one of general interest, leading to increased civic amenities and general well-being of the people.

the possibility of obtaining supplies with or without augmentation thereof, from the existing civil sources is first investigated.

2. In the light of the observations made by the Committee the scope of the existing procedure has also been enlarged to the following extent for the purpose of planning integrated schemes for water supply :—

(a) In case it is decided to set up an M.E.S. installation for supply of water, local Military Engineers will consult the civil authorities to ascertain whether they wish to participate in the Defence Scheme and share the initial and recurring expenditure involved in proportion to their requirements. If civil authorities concerned give an assurance that they are prepared to share the expenditure their requirements in the area would also be taken into account to avoid duplication of arrangements.

(b) Where scheme for water supply may be under formulation by civil authorities and the Defence Department may be in need of water either for the existing installations or for proposed Defence installations, M.E.S.

would examine the possibility of obtaining supply of additional water from such schemes with due regard to economics of the proposal.

3. Similarly for all new projects the possibility of obtaining electricity from the civil sources is first investigated by the M.E.S. It is only in cases when no power is available from these sources, the M.E.S., instal their own generating plant to meet their requirements. Following the policy of obtaining supplies, wherever possible, from the civil sources the M.E.S. have already switched over to civil supplies in certain Stations (e.g. Ambala, Delhi and Babina). In recent years as many as twelve Electrical/Mechanical installations of the M.E.S. have also been closed.

4. Detailed data in respect of existing M.E.S. water supply/electrical installations and also particulars of civil installations at the same station or in the immediate neighbourhood have been collected with a view to conducting a study to see whether further closing down of M.E.S. installations is possible.

[Ministry of Defence O.M. No.9 (2)/58/Part II /OSL (W) dated 24th October, 1960].

15 107 The Committee would recommend that a periodical review of record of contractors should be issued under

be made so as to ensure that contracts are not awarded to those who do not satisfy all the requirements.

Directorate General of Works Memo. 82616 E. 8 dated 16-8-1960 (copy enclosed—Appendix V).

It has been provided in the Standardised Code for Registration/Demotion/Removal etc. of Building Contractors, that the Registering Authority may remove the name of a contractor from the list of approved contractors on any of the following grounds :—

- (i) fails to execute a contract or executes it unsatisfactorily or is proved to be responsible for constructional defect(s) revealed even after the expiry of the prescribed maintenance period ; or
- (ii) has no longer the adequate equipment, technical personnel or financial resources ; or
- (iii) violates any important condition of contract ;
or
- (iv) fails to secure a contract after twelve successive tenders or during the period of three consecutive years whichever is less ; or
- (v) fails to furnish the required income tax clearance certificate ; or
- (vi) fails to abide by the conditions of registration or is found to have given false particulars at the time of registration ; or

(vii) is declared or is in the process of being declared bankrupt, insolvent, wound up, dissolved or partitioned ; or

(viii) persistently violates the provisions of Labour Regulations & Rules.

[*Ministry of Defence O.M. No. 9(2) 58 Part II/OSD(W) dated 24th September, 1960.*]

108 The Committee feel that periodical meetings should be held with the representatives of the contractors since such a system would, besides giving an opportunity for redress of genuine difficulties felt by contractors in execution of the works and in getting payments, also result in a greater degree of understanding between the Department and the contractors.

It has been decided that periodical meetings with representatives of the contractors' Association should be held by Engineer-in-Chief Director General of Works. Chief Engineers of Commands have also been advised to meet representatives of the contractors' Association periodically.

[*Ministry of Defence O.M. No. 9(2) 58 Part II/OSD(W) dated 27th May, 1960.*]

115 The Committee recommend that generally the tenders should be opened in the presence of contractors. However, in case, for any special reasons, it is not considered feasible to do so, an advisory body consisting of non-officials as suggested in paras. 105 and 113 should be associated with the opening of the tenders.

In accordance with the existing instructions, tenders for supply of stores, term contracts and percentage rate contracts are opened in the presence of contractors. Instructions are being issued to the effect that tenders for piece work (IAFW 1780-A) and for handling of Engineer stores (IAFW 2320) should also be opened in the presence of contractors. Tenders submitted either on a lump sum basis or on the basis of provisional bills of quantities (Item Rate)

containing contractors' basic rates for buildings and road works, which have to be carefully scrutinised before acceptance, are not opened in the presence of contractors. It is felt that the existing procedure in regard to such tenders which they are opened in public, the following difficulties will arise even though it may be made clear at the time of announcing the rates that they are subject to checking :—

(a) The rates read out would not be final as mistakes in calculations, etc. would have to be set right and this might render the lowest, as read out on opening, not the lowest in the final reckoning. This is bound to result in correspondence and arguments with the original lowest tenderer to explain the position.

(b) If the lowest tender received in competition was considered to be on the high side and subsequently a contract on reasonable terms is to be entered into either by negotiation or on a single tender basis, disclosure of quotations would render negotiations for reasonable rates extremely difficult, if not impossible.

(c) For tenders invited on contractors' designs and specifications, comparison of tendered costs alone may not be appropriate as they relate to different designs and consequently, the lowest need not necessarily be acceptable. Yet, if a tender other than the lowest is accepted, publicising of all tenders is likely to lead to avoidable criticism.

(d) Finally, some tenderers do not like their quotations being divulged to other competitors in the field.

2. It is felt that association of an advisory body of non-officials with the opening of tenders is not advisable because it is likely to involve the following difficulties :—

(i) It will be difficult to detect leakage of quotations to tenderers as they will be known to several persons; and

(ii) Possibility of delay in opening tenders if some of the non-Official members are not available.

[Ministry of Defence O.M. No. 9(2)/58 Part II; OSD(W) dated 13th April, 1961].

The Committee recommend that efforts should be made to facilitate the adoption of the lump sum contract with Bills of Quantities to a greater extent and for this purpose energetic measures should be taken to reduce the scope for

Government have considered the recommendations made by the Committee in this paragraph and are broadly in agreement with them and accept these recommendations in principle. The basic difficulty is an adequate degree of

deviations through proper planning, to speed up the work connected with standardisation of buildings and also to enlarge the scope for training of Surveyor of Works Staff.

standardisation which presents considerable difficulties which have been indicated in our reply to paragraph 53 of the 25th Report of the Estimates Committee. In spite of these difficulties, effort are being made to achieve whatever standardisation is possible. Government agree that, to a greater extent, lump sum contracts, with bills of quantities should be adopted. One obstacle, however, in adopting the procedure in a greater number of cases is the shortage of surveyor of works staff. Courses to train surveyor of works staff are being run in the College of Military Engineering. Attempts are being made to reduce the scope of deviations through proper planning and these are being minimised to the greatest extent possible. In this connection, reference may also be made to the replies given to paragraphs 119 and 57 of the Report.

Ministry of Defence O.M. No. 9(2)/58/Part II/OSD(W) dated 17th January, 1961.]

60 118 Considering the extent to which deviations contribute to delays in execution of work and in payment of bills, the Committee would suggest that an analysis should be made of the cases of deviations that arise every year grouping them under the various factors that give rise to delay

The question relating to delay in execution of work and in payment of bills to contractors has been continually engaging Government's attention. Causes of deviations and steps necessary to prevent recurrence of such causes are discussed with Chief Engineers of Commands at the An-

and a systematic study be made with regard to the ways and means of reducing the incidence of such factors in future. It would be desirable that before effecting any substantial deviations, a prior understanding is reached between the two parties as far as possible.

nual Chief Engineers/Commandants' Conference. These issues are similarly discussed by Chief Engineers of Commands with Commander Works Engineers once or twice every year. A systematic analysis of causes giving rise to deviations was carried out in September 1957. The main causes were found to be as under:—

- (a) Administrative reasons such as change in the scope of work;
- (b) Non-availability of stores or Tools and Plant;
- (c) Site conditions which could not have been foreseen, such as meeting with rock, etc.
- (d) Defective planning.

As a result of the analysis, it has been found that if planning is carefully done, drawings and specifications are carefully prepared with due regard to use of materials locally available, local practices and so on and it is ensured that these intimately fit into the ground, the causes of deviations will be reduced considerably. The results of analysis have accordingly been conveyed to all concerned with instructions to reduce the deviations to the barest minimum by arranging stores and Tools & Plant well in advance, by checking up that proposed construction intimately fits into the ground etc. It has also been stressed that whenever an Accepting

Officer has to accept a deviation he must examine whether the deviation is such as could have been avoided by provision in the contract and if so, take suitable action to avoid recurrence of such cases. Furthermore, instructions have since been issued reducing the upper limits for ordering deviations.

2. The contractor is generally made aware of any substantial deviations, which are ordered on him and his reaction is known before a written Deviation Order is placed. The contractor's objections to a deviation are thus taken into account and an effort is made to arrive at an understanding with him before ordering a deviation.

[Ministry of Defence O.M. No. 9(2)/58/Part II/OSD(W) dated 1st September, 1960.]

19 The Committee would suggest that the question of reducing the upper limits of deviations be considered since such a procedure would en-

Instructions were issued on 8th August, 1958 reducing the upper limits for ordering deviations.

courage greater care in planning and in preparation of contract documents.

The changes in the deviation percentages are:—

| | Previous | Current |
|--|----------|---------|
| (a) Lumpsum contracts based on drawings and specifications | 10% | 10% |
| (b) All other types of contracts— | | |
| (i) Contracts estimated to cost not more than Rs. 10 lakhs | 25% | 20% |
| (ii) Contracts estimated to cost exceeding Rs. 10 lakhs | 20% | 15% |

The matter was reviewed recently in consultation with the Chief Engineers and it was found that no further reductions are possible at least for the present. It has, however, been decided to review the position again on 1st August 1961.

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[Ministry of Defence O.M. No. 9(2)/58/Part II/OSD(W) dated 27th May, 1960.]

63 121 The Committee would like to commend for examination the suggestion that cement should be supplied to the contractor through Silosite, in the case of works costing above Rs. 2 lakhs, so that pilferage might be prevented.

The suggestion is accepted. Instructions have been issued to Chief Engineers to the effect that for large projects, cement should be supplied to Contractors through Silosite in stations, where this facility is available instead of in bags.

[Ministry of Defence O.M. No. 9(2)/58 /Part III/OSD(W) dated 27th May, 1960.]

66 In view of the large number of cases of extensions of period in contracts, the Committee would suggest that the actual method of maintenance of the Time and Progress Chart should be scrutinised to see if it is on a realistic basis and whether the charts are properly studied and made use of. Also cases where extensions of period become necessary should be reviewed to see if they were solely due to unforeseen factors which could not have been avoided through proper planning and prompt action at every stage. The Committee would point out that extensions to contracts have a tendency ultimately to increase the cost of the works besides putting the contractor concerned at an advantage over the others who tendered on the basis of a specified period of completion, and would emphasise the desirability of proper planning with the object of reducing the incidence of the various factors which go to increase the number of cases where extensions in time of completion have to be granted.

Time and Progress Charts in the M. E. S. are maintained with the help of 'Monthly Expenditure Returns'. The Charts, are, therefore, realistic and it is possible to see at a glance the progress on each item of Schedule of Works. It can also be seen therefrom whether the supply of stores is causing any hold-up in the progress of works. Appropriate action is taken whenever any hold-up is discovered.

A review had been carried out of cases in which extensions were granted for the completion of works beyond the periods stipulated in contracts. It was found that, by and large, extensions were granted only in cases where delay in completion was caused due to reasons which were beyond the control of contractors or Government. Efforts are being made to reduce the cases of extension as much as possible.

Instructions are being issued from time to time to Chief Engineers with a view to ensuring that the necessity as also the reasonableness of contractors' requests for extensions of time are properly examined before any extension is granted. The importance of proper planning with the object of reducing the factors which result in extensions being granted is also continually impressed upon them.

The Committee feel that in case materials of a specified standard for example, bricks are not easily available, there should be a rational adjustment of specifications with reference to the materials available, and that a review should be made of such cases with a view to effecting modifications in specifications in accordance with the conditions that prevail in different regions.

Materials are usually specified after ascertaining the quality of the articles available and their suitability for the purpose for which these are required. In case of bricks it is usual to stipulate that these shall conform to the sample kept in the GE's Office, the sample kept being the one which is considered acceptable out of the qualities which are available in the locality.

2. There are, however, a few materials such as timber, which present certain difficulties. Seasoned timber free from flaws, which are normally acceptable in good building practice is not easily available in sufficient quantities in the market. As timber is an important building material, both with regard to strength and appearance, any large relaxation of the specified standard will adversely affect structures. In consideration of the difficulty in obtaining timber strictly conforming to the requirements laid down in the Standard Schedule of Rates, it has been decided to allow some relaxation in the quality of timber, which may result in easing of the supply position but would not have adverse effect on the suitability of structures.

[Ministry of Defence O.M. No. 9(2)'58 Part II
OSD(W) dated 30th March, 1960.]

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The Committee are concerned to note that a large amount is due for recovery from Contractors. The Committee would emphasise that very energetic measures should be taken to enforce the recoveries and for keeping systematic watch over the progress of recoveries.

Provision exists in contract documents for effecting recovery of the amounts due from the contractors as under :—

- (a) From any sum due to contractor under the contract or under any other contract with Government.
- (b) From any sum which at any time thereafter may become due to contractor under the contract or under any other contract with Government ;
- (c) From Security Deposit or Security Bond Amount ;
- (d) Failing above, contractor shall pay the claim on demand.

Recoveries are effected as in (a) to (d) above. Delays in recovering the amounts occur only when there is no money due to the contractor with the Government. Recovery from contractors in such cases can be effected only after the claim has been established through arbitration and a decree from the Court based on the award, has been obtained. Recovery is further delayed specially in cases where the contractors had absconded. Necessity for taking vigorous steps to effect recoveries of the outstanding amounts has been impressed upon Chief Engineers. They have also been advised to initiate action for write off of the amount where it has been found that recoveries are not at all possible.

2. The outstanding amounts recoverable from contractors are reported by Chief Engineers every month through the Arrears of Billing returns which are carefully scrutinised and a systematic watch over recoveries due from contractors is kept by Director General of Works. Chief Engineers are also actively pursuing recovery of overpayments and there has been considerable improvement in this direction.

[Ministry of Defence O.M. No. 9(2)/58/Part II/
OSD(W) dated 1st September, 1960.]

74 138 The Committee considers it very necessary that a review of all the arbitration cases should be made so that lessons may be drawn from them and suitable instructions drafted and steps taken to improve procedure where it is revealed to be defective.

Memoranda of awards in respect of all arbitration cases, containing briefly the history of the case, claims and counter-claims and sums awarded are at present received in E-in-C's Branch. As a result of scrutiny of these documents and legal advice obtained, steps are taken to issue instructions and or amend contract forms as necessary from time to time. As a result of recent review common pitfalls in arbitration procedure have been collected and necessary directives to all concerned have been issued to prevent recurrence of arbitration cases on account of those common causes. A copy of the instructions issued on the subject is enclosed (Appendix VI) for information. The Chief Engineers Command are also reviewing arbitration cases periodically and are taking remedial measures, where called for.

[Ministry of Defence O.M. No. 9(2) 58 Part-II/
OSD(W) dated 30th March, 1960.]

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The Committee notice that the M.E.S. Review Committee had come to the conclusion that at the moment the Officers were not doing enough inspection because they are loaded with office work. It is, therefore, seen that to a very large extent the quality of work is certified only on the basis of the supervision made by the Superintendents and Overseers. The Committee do not consider this satisfactory. They hope that immediate steps will be taken to enable the Engineers to do more of inspection and satisfy themselves about the quality of the work done.

The following steps have since been taken to relieve the executive officers of their load of office work to enable them to pay more attention to inspection duties :—

- (a) Planning of work is now concentrated in E-in-C's Branch and the Chief Engineers' Offices.
- (b) Standing Committees have been established in Commands and Cs.W.E. levels for review of outstanding Audit Objections quarterly in consultation with the representatives of Controllers of Defence Accounts.
- (c) Reports and Returns which are submitted by the MES Formations are being reviewed with a view to reduction simplification.
- (d) G.Es are being given, wherever necessary, technical Officers to help them.

The above measures should provide CsWE and G.Es more time to devote on inspection duties.

2. With the object of giving greater relief to the G.Es from their present load of Office work, suggestion for transfer of work relating to collection of rent for buildings and furniture to the Station Commanders is also under Government's consideration.

Ministry of Defence O.M. No. 9(2), 58 Part II/
SD(W) dated 27th May, 1960.]

The Committee would suggest that as far as possible common specifications and designs of furniture should be adopted by all Departments of the Government including Railways so that there may be a certain measure of uniformity in maintenance and in provision of funds for renewal besides economy.

The question of evolving standard designs and common specifications of Office as well as residential furniture for use by all Central Government Departments is being actively pursued in consultation with all concerned.

2. The Buildings Projects Team of the Committee on Plan Projects is setting up a small panel for exploring the possibility of standardisation of Office furniture in Delhi. The results of the work of the panel will be assessed to see whether standardisation can be applied to all types of office buildings in Delhi and outside.

[*Ministry of Defence O.M. No. 9(2)/58/Part II/OSD(W) dated 8th March, 1961.*]

The Committee have in para 105 of their Fifty-Sixth Report recommended the appointment of a Stores Inquiry Committee to examine various problems pertaining to Defence Stores. They would suggest that the Stores requirements etc., of the M.E.S. should also be brought within the scope of that enquiry.

The recommendation contained in para. 105 of the Fifty-Sixth Report of the Estimates Committee for appointment of a Stores Inquiry Committee is under the consideration of Government. If it is decided to set up such a Committee, the Stores requirements, etc., of the M.E.S. would be brought within the scope of that Committee.

[*Ministry of Defence O.M. No. 9(2)/58/Part II/OSD(W) dated 20th January, 1961.*]

The Committee do not feel happy about the tendency to demand separation of what could possibly remain as a common Inter-Service organisation catering to the needs of all the

In view of the acute shortage of accommodation for the Defence Services, the question of expediting execution of works was considered by the Government of India and as a result of the review

armed forces. They would rather desire that as many common activities and Services in the Defence Forces as possible should be integrated and brought under Inter-Service Organisations. The Committee would recommend in this context that the inter-service character of the M.E.S. Organisation should be carefully preserved.

of the organisation. Works Directorate of the E-in-C's Branch and the Military Engineer Services have been placed under the overall control of the Quarter Master General. Certain other changes designed to speed up execution of works were also effected. The inter-service character of the M.E.S. has, however, been preserved in the re-organised set-up.

2 The recommendation made by the Estimates Committee with regard to integration of the common activities and services in the Defence Forces in para. 160 of the 25th Report has been repeated in para. 33 of the Committee's 26th Report. These recommendations are under active consideration of the Ministry of Defence.

[Ministry of Defence O.M. No. 9(2)/58/Part II/OSD(W) dated 30th November, 1960.]

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The Committee would suggest that the Engineer Officers in the various Commands should be asked to collect during the course of their work problems requiring research and send them upto the Command. In suggesting the problems, selection should be made not only from those that cause difficulties in actual work, but also those that suggest themselves for improvement of technique. The Committee

Co-ordination of research work done at various places is already being maintained by the Engineer Research Wing, College of Military Engineering, Kirkee. The publications of the various research organisations in the country are received by Engineering Research Wing and information pertaining to results of research carried out in the different institutions is exchanged.

would suggest that these problems should be sorted out by the Commands and should be sent up to the E-in-C's Office with suggestions. In that Office a record should be kept of all the problems that have been suggested and action should be taken by entrusting research on them to various agencies indicating the priorities. Those that are allied to the problems already under study in other research organisations like Central Building Research Institute, Roorkee, the College of Military Engineering, Kirkee, the Central Road Research Institute, Delhi, or the National Buildings Organisation, should be entrusted to the institution concerned. Other problems similar to those on which a Unit of the M.E.S. is already engaged should be assigned to them. Problems which have a bearing on the locale where they arise should be entrusted to a formation working there. The Committee would suggest that a system of Co-ordination should be maintained between the research work done at various places and the results communicated widely among all the Engineers.

2. Problems requiring research in the M.E.S., which come up in particular projects, as well as those pertaining to the adoption of new and improved techniques are sent by the Chief Engineers, as and when they arise, to the Director General of Works with their suggestions. A record of these research problems is maintained and these are referred to either College of Military Engineering, Kirkee or other research organisations like Central Buildings Research Institute, Central Road Research Institute etc., taking into consideration the nature of the problem and whether any allied problems are already being tackled in any of these organisations.

Problems which have a bearing on locale are referred to Engineer Research Wing of College of Military Engineering, Kirkee, who in turn deputes their team, if necessary, for site investigation in co-operation with local M.E.S. authorities. This is necessary as M.E.S. authorities are not equipped with laboratory facility to undertake research of their problems.

3. The Chief Engineers have also been advised to pay greater attention to research problems.

[Ministry of Defence O.M. No. 9(2)/58/Part II/
OSD (W) dated 1st September, 1960.]

The Committee also recommend the publication of an Engineer hand-book showing problems of

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Problems of unusual nature and problems of interest to others in general are at present published in

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an unusual nature which arise in the M.E.S. during the execution of works and the manner in which such problems are solved.

the Engineer Technical Information Series. The normal distribution of this publication is one copy per unit per officer. Necessary action will be taken to compile hand books from these series when sufficient material is available.

[Ministry of Defence O.M. No. 9(2) 58 Part III/
OSD (W) dated 30th March, 1960.]

CHAPTER III

Replies of Government which have been accepted by the Committee

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9 It is seen that the percentage of establishment charges to the workload of the M.E.S. has been steadily increasing during the last 5 years and that the percentage in the M.E.S. is very high as compared to the C.P.W.D. and the Railways.

M.E.S. and C.P.W.D. Railways establishments are not directly comparable because in the M.E.S. apart from workload, factors as below have to be taken into consideration :—

(a) Operational Planning. This involves certain amount of planning load without expenditure.

(b) Organisational pattern of the Armed Forces in that senior engineer officers have to be attached to various headquarters of the Armed Forces Formations.

(c) Dispersion all over India including places which are not easily accessible.

2. The percentages of establishment charges to the works expenditure for the last 5 years are as under:—

| | | |
|---------|-------|-------|
| 1955-56 | . . . | 13.03 |
| 1956-57 | . . . | 13.09 |
| 1957-58 | . . . | 13.62 |
| 1958-59 | . . . | 13.55 |
| 1959-60 | . . . | 13.26 |

It will be seen from these figures that the percentage of establishment charges to the workload has stabilised at approximately 13%.

[Ministry of Defence O.M. No. 9(2)/58, Part II/OSD (W) dated 27th February, 1961.]

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10 29 The Committee feel that in order to help an appraisal of the exact extent of establishment charges in relation to the workload, indications should be given in the Appropriation Accounts about the actual incidence of these charges including those which are on account of work-charged establishment.

The procedure at present followed in the M.E.S. is based on the provisions of the Central Public Works Account Code, laid down in accordance with the directions of the Comptroller and Auditor General. In accordance with this procedure, the expenditure on work-charged establishment is charged to the work or Service concerned and the percentage of establishment charges to workload are calculated only on the supervisory establishment as distinct from establishment employed on actual execution.

The calculation of establishment charges is intended mainly for purposes of determining the departmental charges to be levied for work carried out by one agency on behalf of another Service or Department and hence is more appropriately calculated upon the expenditure on supervisory establishment only, the expenditure on work-charged establishment specifically employed for the work(s) being already charged to the cost of the work(s). This principle is followed in all Engineering Departments.

2. The Committee desire that the expenditure on work-charged establishment be indicated in the Appropriation Accounts, to "help an appraisal of the exact extent of establishment charges in relation to the workload." This would, therefore, mean that the total expenditure on establishment including the work-charged would be considered in judging the establishment charges on the M.E.S. side. As the figures relating to establishment charges are not static but are only comparable with those obtaining during the previous years and/or in other executing agencies, the proposed method would not afford such a comparison, unless a similar procedure is prescribed for the other executing agencies, also. Even if this is done in all executing agencies, there would only be a uniform increase in the percentages of establishment charges in all such agencies, the maximum of expenditure on work-charged establish-

ment having been fixed in all the executing departments at 2% of the estimated cost of the work. The variation on this account between different agencies would be negligible. Moreover, the work-charged establishment is allowed only in big projects, where it becomes necessary to employ special staff and not in every case.

3. In view of the large number of projects/sub-projects and maintenance services involved, it would be difficult, under the present system of accounting and classification of expenditure, to collect from various construction accounts particulars of such expenditure at the end of the year.

4. In consideration of the position explained in paras. 1 and 2 above and of the difficulties involved in collecting the required information, it is felt that the suggested information may not be shown in the Appropriation Accounts.

[Ministry of Defence O.M. No. 9(2)/58/Part II/OSD(W) dated 27th February, 1961.]

The Committee feel that while allowance should be made for the uncertainties implied in planning and forecast of funds, it is not necessary that staff sanctioned on the basis of anti-

Although M.E.S. establishments are sanctioned on anticipated workload, final positioning of staff is carried out with reference to actual load of work only.

ciated workload should be kept in position even when the anticipated workload is not expected to materialise. The Committee recommend therefore, that a systematic and scientific assessment of the staff position with reference to their achievements and future programme should be carried out periodically, and efforts be made to achieve the maximum economy that could be effected in all directions even to the extent of suitably reorganising the structure of the organisation.

39

The Committee feel convinced that by a judicious delegation of powers internally in the C.Es. Office, the posts of Deputy Chief Engineers could be abolished.

In addition to detailed review of establishments which is carried out annually, the staff position is continuously under review throughout the year and adjustments are made according to fluctuation in works load.

[Ministry of Defence O.M. No. 9(2)/58/ Part III
O.S.D.(W) dated 11th January, 1961].

Each Chief Engineer has a vast territory to administer and has multifarious duties and responsibilities relating to planning, control and inspection of works, advice to the Army Commander, training of troops etc. It will, therefore, be difficult for the Chief Engineer to perform his duties satisfactorily unless he is assisted by a Deputy Chief Engineer who exercises the same powers as the Chief Engineer. Furthermore, during a Chief Engineer's absence on leave or on tours of inspection, it is essential to have a senior Military Officer to take over complete responsibility both for works and troops.

2. In view of the above, it is considered that it would not be advisable to abolish the posts of Deputy Chief Engineer in Commands. However, one post each of Deputy Engineer has been

withdrawn from Southern and Eastern Com-
mands.

[*Ministry of Defence O.M. No. 9(2)/58; Part III/
OSD(W) dated 28th November, 1960.*]

1 0 The Committee feel concerned about the con-
tinued existence of unutilised capacity in the
context of the prevailing shortage of technical
personnel in the country. The Committee
recommend that there should be a constant
review regarding idle capacity and systematic
efforts should be made to take up work from
other Central Government or State Govern-
ment Organisations especially in the localities
where the Divisions are underloaded. The
surplus staff assessed as a result of the review
should be either transferred to other Divisions
which are underloaded or should be retrenched.
Also there should be a better programme for
creation of Divisions in accordance with a fully
worked out plan for the execution of works.

Establishments of MES formations are continually
reviewed in the light of works load and readjust-
ments are made, where necessary. Divisions are
sanctioned by the Director General of Works
only after a systematic review of the distribution
of works in the light of the MES Review Com-
mittee's recommendation for the adoption of a
yardstick of Rs. 40 lakhs (maintenance load
being regarded as equivalent to twice the con-
struction load) per Division, and Rs. 1-1/2 crores
per CWE, which has been accepted by Govern-
ment as a general guide.

2. Based on the yardstick recommended by the
MES Review Committee, the average work-load
in lakhs of rupees per MES Division for each

year during the last six years is indicated here-
under:—

| Year | Ori- Main- Total No. of work load per | | Divs. | | | | | | Ori- Main- To- gi- tenan- tal nal ce Wks- Ser- vice | |
|---------|---------------------------------------|--------------------|-------|----|----|----|----|---|---|---|
| | ginal Works Service | tenance Service | 1 | 2 | 3 | 4 | 5 | 6 | | 7 |
| 1954-55 | 973 | 1738 | 2711 | 56 | 17 | 31 | 48 | | | |
| 1955-56 | 946 | 1684 | 2630 | 61 | 15 | 28 | 43 | | | |
| 1956-57 | 1078 | 1692 | 2770 | 67 | 16 | 25 | 41 | | | |
| 1957-58 | 1052 | 2232 | 3284 | 67 | 16 | 33 | 49 | | | |
| 1958-59 | 1103 | 2306 | 3409 | 65 | 17 | 35 | 52 | | | |
| 1959-60 | 1132 | 2544 | 3676 | 66 | 17 | 39 | 56 | | | |

*Note :—(1) The workload shown under column Maintenance Service (Para 2—Column 3) is the computed load i.e. twice the actual load.
(2) Minor works, general charges and T & P have been treated as "Maintenance" for workload purposes.

The yardstick for an Executive Engineer's Division in the C.P.W.D. is given below:

| | |
|------------------------|--|
| Pure Construction | Rs. 41 lakhs |
| Scattered Construction | Rs. 30 lakhs |
| Pure Maintenance | Rs. 13 lakhs |
| Mixed | Rs. 14 lakhs Construction & Rs. 8.3 lakhs maintenance. |

3. It will be seen from the above that the average workload per M.E.S. Division is more than the yardstick adopted in the C.P.W.D. 3
4. It is true that some of the Divisions in the M.E.S. are underloaded with reference to the yardstick of Rs. 40 lakhs mentioned in para 1 above. Majority of the Divisions, however, are overloaded. Since Capital Works Programme for a year is not spread over all stations, nor is the maintenance load the same at all stations, it is not possible to plan for all Divisions to be equally loaded. Moreover, formations of a G.E. Division is dependent on various other factors such as geographical layout, administrative requirements, volume and urgency of projects, etc., and as such reasons for variation in load of a G.E. Division are to be reviewed with reference to these factors as well. Besides this,

a minimum of M.E.S. Establishment, has to be maintained at all stations for maintenance and a number of other duties. It may not, therefore, be possible to avoid underloading of some of the Divisions.

5. It is felt that for the following reasons it would be difficult for the M.E.S. formations to take on work from Central Government or State Government Organisations on an *ad-hoc* basis during the periods they have spare capacity:—

(a) Under-loading in an M.E.S. Division should synchronise with overloading in the Central Government or State Government Organisation at the same station.

(b) Since Capital Works Programme is drawn up on a yearly basis, the fact that an M.E.S. Division is underloaded in a particular year can imply spare capacity for that year only. Hence an outside work taken in hand, must of necessity be a small work, which can be completed in that particular year.

(c) If stores are also required to be provisioned it would be difficult to execute the work in the same year unless the organisation in whose behalf the work is undertaken can provide the necessary stores themselves.

(d) Conclusion of a contract requires at least 3 months. It would, therefore, be necessary for the outside organisation to inform the M.E.S. of the works they require to be carried out for them, in January of the preceding financial year, and to guarantee allotment of funds in April. This obviously, would not be generally possible in many cases.

6. It may be mentioned that the M.E.S. formations undertake work wherever possible from other Government Departments and private bodies on request.

[Ministry of Defence O.M. No. 9(2)/58/OSD(W)
Part II dated 15th November, 1961]

The Committee feel that standardisation of type designs could lead to economy in the strength of the planning and designing staff and would, therefore, recommend examination of this question from this aspect.

Standardisation of line plans has already been undertaken. Standardisation of working drawings is not considered practicable as the number of drawings involved would be tremendous for the following reasons, necessitating large scale recruitment of additional staff :—

(a) (i) Requirements differ in Hill and Plain stations.

(ii) Requirements differ in dry, light monsoon and heavy monsoon stations.

(iii) Each locality requires a design to suit availability of building materials e.g., brick, stone or concrete; AC sheet roof, Mangalore tile, R.C.C. roof or timber roof; concrete, wooden or stone slab flooring etc.

(b) Even if the type designs are prepared for some buildings, designs are required to be modified to suit local conditions before working drawings can be produced.

(c) A continuous review of type designs is necessary in order to make full use of the latest developments in building design and construction techniques.

(d) Preparation of standard line plans represents a small portion of work of the planning and designing staff. The staff on the preparation of standard line plans has sufficient work to keep it fully occupied for some years to come; in addition, the same staff will have to review the standard plans from time to time.

(Ministry of Defence O.M. No. 9(2)/58/Part III/
OSD (W) 30th March, 1960).

22 The Committee would recommend that the Deputy Director (Designs) in the E-in-C's Office should be regularly posted with details of planning done at the various Commands, especially those with special features, so that he could issue suitable instructions to all the Commands. This would also help to bring forward subjects of interest for discussion at the Conference of the E-in-C and the C.Fs.

E-in-C's Office is normally associated with the planning of large works and those with special features. It is, therefore, not necessary for the Chief Engineers to report details of all planning done by them to the Deputy Director (Designs) as this will increase his work without any corresponding benefit. The Commands have, however, been instructed to furnish the E-in-C's Office with details of works planned by them, which have special features or which are of particular importance, when such projects are completed.

[Ministry of Defence O.M. No 9(2)/58/Part III
OSD (W) dated 30th March, 1960].

66 The Committee desire that the question of shortage of draftsmen should be examined from the larger aspect of availability of technical personnel of middle and lower grades to meet all the needs of the country. Such an examination should take into account the existing short supply, the growing needs, arrangements to meet them and the terms of employment. The Committee also feel that if the problem of short supply of technical staff of this type to Government departments is due to the grade of pay offered to them, it should be taken up seriously

The question of overall demand and supply of technical personnel including draftsmen for a period of 15 years from 1966 to 1971 was examined by the working group of Technical Education and Vocational Training who have since submitted its report to Government. This is being examined by the Ministry of Scientific Research and Cultural Affairs.

2. Government have recently sanctioned revised scales of pay for various technical posts including those of draftsmen on the basis of the recommen-

for examination and remedial measures worked out.

ditions of the Second Pay Commission. In certain cases the revised scales constitute distinct improvements.

3. In view of the above a further review does not appear necessary.

(Ministry of Defence O.M. No. 9(2)/58/Part II/
OSD (W) dated 17th January, 1961).

34 As regards the delay attributable to the bulk system of planning, the Committee hope that immediate steps will be taken to ensure that while only the minimum number of stages will be retained, they are also properly phased out. They would suggest that a workable time table should be laid down to be adhered to normally, and a review should be made periodically to examine cases where the time table is exceeded. From time to time, as efficiency improves, the time table should be modified to introduce better standards and the matter should be kept under continuous review.

35 The Committee observe that even after funds are allotted, there is considerable delay before the work is commenced. They, however, hope that the remedial measures suggested by them in the foregoing para will eliminate such delays also.

Bulk system of planning has since been abandoned. Administrative Approvals for projects, as and when issued, are sent to engineers. As soon as Administrative Approval is issued, Services Headquarters indicate in advance whether or not the project will be started during the following financial year so that engineers may take necessary preliminary action well in advance.

2. Engineers are engaged in technical planning/contractual arrangements throughout the year and projects are started according to a phased programme. Date of the allocation of funds and date of commencement of work have thus no direct relationship.

(Ministry of Defence O.M. No. 9(2)/58/Part II/
OSD(W) dated 11th January, 1961).

36 While agreeing that much would depend on labour leadership, the extent of development of civic sense and the willingness to give a full measure of outturn, the Committee would recommend that opportunities must be taken every now and then to undertake departmental execution of works in suitable cases and that standards must be set not only of quality of work but also of efficiency of organisation, economy and fair deal to labour.

Under the existing regulations, execution of works by departmentally employed labour is confined to petty repairs and routine maintenance services of petty nature, urgent maintenance works, works where it is undesirable to enter into contracts, works which contractors are unwilling to undertake at reasonable rates or where there is reason to believe that free completion is not operative, and works where difficulty is expected in assessing the work to be done and in measuring the work on completion.

2. However, the question of minimising the contract system is under detailed examination and it will take some time before the matter is finalised.

(Ministry of Defence O. M. No. 9 (2)/58 Part II/OSD (W) dated 18th November, 1960.)

37 The Committee would suggest that an objective study should be undertaken at a few of the stations where different Works Organisations exist side by side to find out whether one of them can handle the responsibilities of the others also by a suitable understanding among them. Administrative difficulties could be overcome by an imaginative approach keeping

The M. E. S. over the years have established a close relationship with the Services, which has enabled them to fulfil their requirements satisfactorily, both in peace and war. This has only been possible as a result of intimate knowledge of the tactical and technical requirements of the Services. It is necessary to maintain M. E. S. Organisations even at Stations, where CPWD/

in view the basic objective of efficient and economic utilisation of national resources in the shape of technical manpower, material and finance.

State PWDs function for reasons of military needs and security.

2. The feasibility of entrusting Defence Works to other civil agencies was examined in 1957 by the MES Review Committee, which came to the conclusion that CPWD/State PWDs might not be able to help the MES to any great extent and recommended that their Services might be utilised where MES was not established and where they might be in a position to undertake works on behalf of the Defence Services. Government have decided that in suitable cases, where a M.E.S. Organisation does not exist, the services of CPWD or local P. W. D. may be utilised.

38

The Committee do not appreciate the need for the levy of departmental charges by the M.E.S on works executed for any of the Defence Services. Even as regards the levy of departmental charges among the works services of the Government of India and the States the Committee would suggest that the feasibility of doing away with the system should be considered. If, however, it is not possible to abolish this system altogether it should at least be kept at a uniform and minimum basis.

87

The necessity for levying departmental charges against Air Force, Navy and Ordnance Factories arises because the total establishment charges of the M. E. S. are at present borne by the Army Budget. So long as the M. E. S. expenditure is not accounted for separately for each of the Services, the portion of M. E. S. expenditure, which is on account of Air Force/Navy/Factory Works, will have to be adjusted proportionately against the Services concerned. The Army Budget would be over-stated. The departmental charges in the M. E. S. have

(Ministry of Defence O. M. No. 9 (2)/58/Part II/
OSD (W) dated 20th January, 1961.)

since been fixed at 16½ per cent for all non-Army Works.

2. Apportionment of departmental charges between Services and Departments of Government of India is only an accounting arrangement with a view to reflecting the expenditure incurred by the Services and the Departments to the appropriate heads of account. The question of actual levy as such does not seem to arise in such cases. Actual recovery of departmental charges arises only in the case of private bodies and individuals.

3. With regard to the adoption of a uniform basis for all the departments, it may be mentioned that these charges are fixed taking into account the total expenditure incurred on Establishment and cost of works executed during a particular year. The nature of works executed being different in various departments, an uniform basis in this respect may not be suitable.

(Ministry of Defence O. M. No. 9 (2)/58/Part II/OSD (W) dated 24th September, 1960.)

The Committee would suggest that a common principle should be evolved for all the different works services regarding the basis of

providing funds for maintenance, and that an examination should be conducted with this end in view. The States may also participate in such examination.

and the specifications and size etc. remain the same. The Central P. W. D., the M. E. S. and other P. W. Ds. maintain buildings of different standards and specifications. It would not, therefore, be proper to allot funds for maintenance purposes on unit basis for such type of buildings. The system of allotting funds for maintenance of buildings based on certain percentages of the capital cost of buildings, which is at present being followed in the Central P.W.D. and in the M. E. S. seems to be in order and no revision appears to be necessary. The Kasurbhai Lalbhai Committee and also the M.E.S. Review Committee had considered this issue before and they were in agreement with the procedure obtaining in the Central P. W. D. and in the M. E. S. respectively.

[Ministry of Defence O. M. No. 9 (2)/58/Part II/
OSD (W) dated 24th October, 1960.]

42 93 The Committee feel that the CsWE should be encouraged to submit periodic reports on the aspects of reducing maintenance cost of buildings, roads, installation, etc. and the reports should be scrutinised in the Planning and Designs Section of the Engineer-in-Chief's Branch for eventual adoption of common standards in the Commands.

When any building, road or installation becomes uneconomical to maintain a scheme for renewals is invariably put up through Staff channels by the Engineer officer.

Thus, by and large, the CsWE do keep in view the question of reduction in maintenance costs. Viewed in its general aspects, however, reduction in maintenance costs can only be achieved through

(a) reduction in labour costs,

(1)

(2)

(3)

(4)

(b) economy in the use of material.

(c) improvement in standards of workmanship,

(d) improvement in technique or the use of new materials.

As regards (a), (b) and (c) above, there is a constant drive at all levels to achieve the maximum economy possible consistent with good workmanship.

As regards (d) the Planning & Designs section is in constant touch with organizations bringing out new techniques and materials in Engineering, and disseminate this information to the Chief Engineers. For example, the following instructions have been issued to Chief Engineers during the last year :—

(a) Use of spray gun for white/colour washing, which is economical and produces a superior finish.

(b) Use of gauged lime plaster.

(c) Use of Alkathene for water proofing.

(d) Use of smaller sizes of timber for doors and windows.

Furthermore, Engineer Officers are encouraged to submit new ideas relating to improvements in construction methods and use of materials. A recent report from a CWE, supported by results of experiments, has given the details of a new type of cement for use in partitions without the use of reinforcement steel and said to be most suitable for rapid construction and repairs. Another CWE has suggested slight modifications to sizes of timber used in furniture making, which he is convinced will reduce the cost considerably.

Reports are, therefore, submitted from time to time. In the circumstances, it would not appear necessary to call for periodical reports.

(Ministry of Defence O.M. No. 9(2)/58/Part II/OSD (W) dated 27th May, 1960).

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43 While the Committee appreciate the difficulties in solving the problem of accommodation they feel that the non-availability of funds cannot be the limiting factor to the extent it is believed, since a considerable proportion of funds sanctioned is allowed to lapse.

The following remedial measures have been adopted to minimise avoidable surrender of funds :—

- (a) The Chief Engineers have been instructed to anticipate savings well in advance.
 - (b) The Chief Engineers have been instructed not to make budget provision if they anticipate that a final bill is not likely to be paid before the end of the financial year.
 - (c) When surrenders are made owing to unforeseen reasons beyond the control of engineers,
-

administratively approved projects held in reserve are released during the course of the year so as to make the best use of funds.

The above measures coupled with indigenous production of stores should substantially reduce surpluses. The situation has been gradually improving.

(Ministry of Defence O.M. No. 9(2)/58/Part III/OSD (W) dated 24th September, 1960).

44 The Committee understand that while the M.E.S. have fixed ceiling costs on plinth area basis they have not done it in the same manner as is done in the CPWD and that since MES build accommodation all over India, uniform scales cannot be laid down. The Committee, however, feel that it should be possible to work out ceiling costs of buildings in different areas by adopting the methods suggested by the Experts Committee for building works appointed by the late Ministry of Works, Production and Supply. They would, therefore, recommend that early steps should be taken in this direction in the interest of economy.

In the M.E.S. there are seven Zonal Standard Schedules of Rates, and the buildings are priced on the rates contained in the Standard Schedule of Rates of the particular zone, in which the station lies. To arrive at the current price and to keep the cost of work within plus/minus 5% of the actual cost of construction, a percentage is added/subtracted from the estimate, based on the past tenders for similar works.

2. The method suggested by the Experts Committee consists of fixing a plinth area and plinth area rate for each type of accommodation, adding on an *ad hoc* percentage for internal Services,

thus arriving at a ceiling cost for each type of building at Delhi. Then they have advocated determination of a building cost index for different stations based on a yardstick for the cost of different materials and wages of different trades and the varying prices of these items in the different stations. Moreover, the Committee have calculated ceiling costs for residential quarters of seven types only and for one set of specifications and as such if specifications are verified, the weightage percentages formulated by the Committee will invariably change and the ceiling cost would vary. Even if ceiling costs are worked out for buildings in different areas by adopting the methods suggested by the Expert Committee these have to be constantly reviewed as they are based on material and labour rates, which vary from time to time. There, therefore, appears to be no particular advantage in the adoption of methods suggested by the Expert Committee for determining the ceiling costs of M.E.S. buildings in different areas.

3. Moreover, the work involved in working out ceiling costs of M.E.S. buildings in different areas, by adopting the methods suggested by the Expert Committee is considerable and would necessitate supplementing of the existing staff and extra expenditure to Government. In the C.P.W.D. the problem is a comparatively simple one, as apart from the fact that their work is confined to about 15 stations only, the bulk of

(1)

(2)

(3)

(4)

their construction, i.e., 80% is concentrated in three stations — Delhi, Calcutta and Bombay. Furthermore, the nature of many of their projects lends itself largely to standardisation. The M.E.S. on the other hand is scattered over about 150 stations in India and carries out large variety of works in varying climates and in different types of specifications e.g. permanent, near-permanent and tentage replacement.

4. The Buildings Projects Team, appointed by the Planning Commission, is at present engaged in studying the problems connected with the preparation of building cost indices for various stations. It is proposed to re-examine the matter on receipt of their report on the subject.

[Ministry of Defence O.M. No. 9(2)/58 Part II/OSD
(W) dated 24th September, 1960].

45 The Committee observe that the scales of residential and Office accommodation are more liberal on the defence side than on the civil. They would recommend that the scales of accommodation for the civil and military officers should be uniform and should be made as austere as possible.

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The question relating to scales of residential accommodation for the Defence Services was discussed in a meeting of Defence Committee of the Cabinet held on the 16th March, 1960. Since the divergence between the civil scales and the scales for the Defence Services in respect of residential accommodation for Service Officers had already been minimised to the extent possible, further reduction in the scales was considered

not necessary. The observations of the Estimates Committee were placed before the Defence Committee of the Cabinet when they took the above decision.

2. The question relating to revision of scales of Office accommodation for the Defence Services is under examination in consultation with the Services Headquarters.

[Ministry of Defence O.M. No. 9(2)/58/Part II/
OSD(W) dated 20th January, 1961].

98 The Committee desire that it should be examined whether the buildings which are expected to remain vacant for a long time can be handed over to meet the requirements of other Central Government or State Government agencies and also whether care of such buildings could in suitable cases be entrusted to the State Government Departments having similar responsibilities locally.

The matter has been examined. The present procedure is indicated below.

2. Instructions exist whereby Units/Formations are required to ensure that hired requisitioned accommodation is not kept vacant for a long time. In case the allotting authority is unable to allot any particular accommodation consequent on its vacation by outgoing occupants within a reasonable period, urgent steps are required to be taken to dispose of the accommodation. It is, however, difficult to follow the instructions rigidly in all cases for the reasons mentioned below:—

(a) Due to anticipated arrival of troops in the station.

(b) Rents of private buildings are on the increase in most of the military stations and it is difficult to requisition hire fresh buildings at old rates when requirements increase.

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Demands from Central Government/State Government agencies for vacant accommodation are, however, examined with reference to the requirements of the Defence Services at the station and are met to the extent possible.

3. The general rule regarding care and custody of vacant military buildings is to entrust vacant buildings forming part of unit lines to the Units in occupation, wherever this is practicable. The M.E.S. are generally responsible for care of only those vacant buildings which are outside the Unit Lines.

Military buildings are generally situated away from the Centres and civil population and the State Governments will have to employ special care taking staff for the purpose without any advantage.

4. In view of the above, it is felt that the existing procedure does not require any modification.
[Ministry of Defence O.M. No. 9(2)/58/Part II/OSD(W) dated 20th January, 1961].

The Committee feel convinced that for an examination of the nature entrusted to the MES Construction Committee, it would have been useful if non-officials with necessary knowledge and experience had also been included.

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The association of non-officials with the MES Construction Committee would not have resulted in any additional benefit. The Committee, in its terms of reference, was required to compare the specifications used by MES vis-a-vis C.P.W.D.

Such an association was almost indispensable in this particular case since the terms of reference of this Committee include a comparison of the specifications used by the MES with those used by private enterprise. The Committee would emphasize that as a rule while appointing any Committee to enquire into matters with a view to reporting on economies, efficiency of administration, improvement of technique etc., non-officials should be associated as members.

Railways and private enterprise with the object of recommending changed specifications and designs for adoption in the MES with a view to reducing the cost of construction. There was adequate representation on the Committee of qualified engineers from the Railways and C.P. W.D. and Engineer Officers from the E-in-C's Branch of the Army Headquarters. Representatives of the Ministries of Defence, Finance (Defence) and Works, Housing & Supply were also on the Committee. Moreover, the Committee made an exhaustive study of the specifications adopted by Governmental and private building agencies in various regions of the country; held discussions, where necessary, with the representatives of these agencies. In view of the limited purpose for which this Committee was set up and having regard to the fact that it took opportunities to hold discussions with representatives of Governmental and private agencies, association of non-officials with this Committee would not have been of any special advantage.

2. Non-officials are being appointed on the committees set up by Ministries, whenever, having regard to the circumstances of each case this is considered advantageous. It is, however, not necessary to lay down a general rule that non-officials should be associated with every Committee appointed to enquire into matters relating to economies, efficiency of administra-

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tion, improvement of technique etc. The question whether non-officials should be appointed on a committee or not will be examined in each case on merits, with due regard to the relevant factors, such as the nature of terms of reference of the committee, the circumstances prevailing at that time, including security considerations, availability of suitable non-officials to serve on them etc.

[*Ministry of Defence O.M. No. 9 (2)/58/Part. III/OSD (W) dated 30th March, 1960*].

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The Committee feel that the procedure for taking action against contractors such as demotion, removal, suspension or blacklisting should be such as to infuse confidence in the contractor that action has not been taken arbitrarily. For this purpose the Committee feel that an advisory Committee consisting of non-officials should be constituted at each Command and their advice taken before passing orders on the contractor. This would justify the action of the executive and save them from unfounded allegations regarding their motives and also give an assurance to the contractor that action has not been arbitrary. To the extent that the contractors need not be afraid of arbitrary exercise of executive power it will also reduce the scope for corruption.

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In the Standardised Code for Registration, Demotion, Suspension, Removal etc. of Building Contractors, which has been adopted in the M.E.S. it is provided that reasons for the action taken against contractors should be reported to the Administrative Ministry concerned and through them to the Ministry of Works, Housing & Supply. Further, to ensure that action is not taken arbitrarily the authorities concerned in the M.E.S. are being instructed to obtain prior approval of the next higher Engineer authority before taking action to demote, remove or suspend business with a contractor borne on their approved lists.

2. In view of the above, it is felt that it is not necessary to set up an advisory committee, as suggested.

54 110 The Committee notice that the MES Review Committee have recommended that in cases of work of Rs. 1 lakh and over, the advertisement of invitations to tender should appear at least once in one local language paper and twice in English papers and if the value of the work is more than Rs. 10 lakhs, it should be advertised in other big towns also. While agreeing with this view generally the Committee would recommend that in order to create keener competition Indian language papers should be used to a greater extent as a medium of publicity in all cases of contractors big or small. In cases of works of more than Rs. 10 lakhs in value, advertisements should be made in the important language papers of other regions also. The Committee also suggest that a copy of the notice together with the tender documents should be supplied to the office of the recognised association of the contractors.

The policy of making increasing use of Indian language papers for Government advertisements is already being followed in publishing invitations to tender for works. Advertisement expenditure and the need for the best coverage in local and regional language papers determine the number of insertions in each language paper and as such it may not be advisable to lay down any hard and fast rules with regard to the number of insertions to be made or to enunciate the principles to be followed in the selection of papers because each case has to be decided according to the language and regional coverage that will most effectively suit the requirements of that particular advertisement.

2. Notice of tenders in respect of works costing more than 2½ lakhs are being sent to Builders' Association of India, Bombay and Central Builders' Association, New Delhi. Tender documents are not being sent to Builders' Associations as this has not been considered necessary, nor has any request for the supply of the documents so far been received from these Associations.

[Ministry of Defence O.M. No. 9(2)/58/Part II/
OSD(W) dated 24th September, 1960].

55 111 The Committee came across complaints that contractors find difficulties in getting tender

Tender documents are always sent complete in all respects i.e. including schedules, condi-

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documents in time and complete in all respects. They recommend that it should be ensured that there is no ground for such complaints.

tions of contract, specifications and drawings. There are, however, cases when due to changes in the user's requirements or late receipt of information with regard to certain site factors it becomes necessary to amend tender documents in certain respects. In accordance with the existing instructions, normally a clear period of not less than four weeks (total five to six weeks) is given to contractors to submit tenders. These instructions have been further amplified to make it clear that where it has been found necessary to issue any major amendments to tender documents, the period allowed for submission of tenders should be suitably increased.

(Ministry of Defence O.M. No. 9(2)/58/Part II/
O.S.D.(W) dated 30th March, 1960).

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The Committee would recommend that an advisory body including non-officials should be constituted at different levels, and the advice of such a body sought before taking a decision not to issue the tender documents. In the opinion of the Committee, such a system will inspire confidence and as stated in para 105 earlier, also reduce chances of corruption and allegations of corruption.

Selection of contractors for issue of tenders is made on the basis of :—

- (a) Suitability for the type of work involved ;
- (b) Cost of the Work ;
- (c) Performance by contractors on works in hand or those recently completed; and
- (d) Value of work already in hand with each contractor.

2. Applications for issue of tender documents to contractors are rejected only on the following grounds, which are recorded in writing by the competent Engineer Authority :—

- (a) Their performance in the past has been unsatisfactory;
- (b) The value of work is appreciably above their financial limit ;
- (c) They are already overloaded;
- (d) They have committed serious irregularities in the past ;
- (e) Their financial position is found to be unsatisfactory.

It is open to the Controller of Defence Accounts to look into these reasons in any particular case, and if he is not satisfied, to bring them to the notice of the next higher Engineer authority for scrutiny.

3. It is considered that the present procedure as above is adequate to prevent any abuse of powers given to Engineer officers of withholding issue of tender document to unsuitable contractors.

[Ministry of Defence O.M. No. 9(2)/58/ Part II/
OSD(W) dated 27th May, 1960.]

The Committee would suggest that provisional quantities of the work to be done under a Term Contract should be calculated with a greater

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There are numerous difficulties in assessing the quantities of work to be done under a Term Contract in a particular year. The following

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degree of approximation on the basis of works done previously and indicated in the contract.

factors render total assessment of items of small Services, petty repairs etc. to any degree of accuracy impracticable :—

(a) Exact nature and scope of repairs cannot generally be known at the time of issuing tenders;

(b) It may not be possible to assess the extent of damage to a structure and consequent repairs necessary until the damaged part of the structure is dismantled ;

(c) Demands which the users are likely to make during the period of contract cannot be visualised at the time of issue of tenders; and

(d) Minor works likely to be sanctioned after the conclusion of the Term Contract cannot be assessed.

The quantity of work required to be carried out against specific works order under the Term Contract is invariably indicated in the works order.

[Ministry of Defence O.M. No. 9(2)/58/Part III
OSD(W) dated 28th November, 1960.]

The Committee found that it was believed in responsible quarters that the estimates of stores issued by the Department to contractors for the works especially in respect of cement, were made on a liberal basis and that the contractors were obliged to draw the entire quantity even though the work could not consume all that. The Committee consider that this matter deserves a probe.

Inquiries made from Chief Engineers reveal that no cases where contractors were obliged to draw stores over and above the quantities required for incorporation in works are known to have occurred.

2. Stores issued by Government such as cement, steel, etc., are issued to contractors only for incorporation in works and the following provisions exist in the final bill form to ensure that the correct quantities of stores are issued to contractors :-

- (a) The Engineer-in-Charge is required to attach to the bill a statement showing quantities of all stores issued to the contractor, and the disposal of these stores.
- (b) This statement of stores is checked by the Surveyor's Assistant (SA) in the G. E.'s Office, who has to certify that issues constitute fair and reasonable requirements for the works. 100 per cent bills are checked by the Surveyor's Assistant.
- (c) The statement of stores is again checked by the Surveyor of Works (SW) Assistant Surveyor of Works (ASW) in the C. W. E.'s Office in case of bills selected by him for check and he is required to give a certificate similar to that required to be given by the Surveyor's Assistant in G.E.'s Office.

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3. The estimated quantity of cement required for a work is calculated by the Engineer-in-Charge by applying cement constants (i.e., quantities of cement required for unit quantities of items of works) to the estimated quantities of the items of works involved. The cement constants depend on the grading of coarse and fine aggregates, size and shape of bricks, the degree of unevenness of surfaces to which plaster is applied, etc., and have ultimately to be fixed by the Engineer-in-Charge for different localities and conditions of work. To ensure, however, that cement constants used for different localities are rational, it is proposed to work out these constants for standard ingredients i.e., cement, sand etc. and to circulate these constants, when finalised, to Com-mands for adoption after making adjustments due to local conditions.

4. Incidentally, it may be mentioned that under the terms of the M. E. S. contracts, the contractors are required to return the surplus stores to Government.

[Ministry of Defence O. M. No. 9 (2) 58/Part III
OSD(W) dated 30th March, 1960.]

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The Committee suggest that in projects of high magnitude where the M. E. S. undertake the

The Estimates Committee's suggestion to base the contract value, in the case of projects of high value,

issue of main stores, the contract value should be based on "Except Cement" and "Except Steel" rates so that the contractor's allowance of profit would be based on his capital outlay, that is, total cost of work less cost of steel and cement. The Committee believe that this will lead to more competitive quotations and even if it does not, the Government would know the real percentage of profit of the contractors.

on "Except Cement" and "Except Steel" rates would imply that the issue of cement and steel should be made free of cost to contractors.

2. In accordance with the existing procedure, all stores (except those which can be easily counted after incorporation) are issued to contractors on payment at the rates of these materials given in the MES Schedule of Rates. The rates of material, included in the Schedule of rates are the rates at which these materials were available in the market at the time of compilation of the Schedule plus 10 per cent. This procedure has been working satisfactorily. If stores are issued free, the contractors will have a tendency to overdraw and waste stores and retain with themselves any surplus waste pieces, which may have some re-sale value and which they would have returned if it was not for the fact that those had been issued free.

3. Besides, the calculation of requirements of stores with 100 per cent accuracy is a difficult matter and is, in some cases, not quite possible even for the site engineer. The requirement of

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cement, for example. varies with the grading of coarse and fine aggregates, size and shape of bricks, the degree of unevenness of surfaces to which plaster is applied, the amount of care taken in storing cement and in avoiding droppings of concrete and mortar, and so on. Similarly, quantities of steel requirements depend on the lengths of various sections available for issue and lengths of members required to be fabricated. As it is difficult to make an accurate allowance for all factors affecting consumption of stores, issue of stores on payment is the only practical safeguard against over-drawals, wastage, and retention of surpluses by contractors. It would, therefore, not be advisable to issue cement and steel free of cost to contractors.

4. Estimates Committee have observed that free issue of stores will—

(a) result in obtaining lower tenders ;

(b) facilitate Government in the work of ascertaining the percentage of profit allowed by tenders in their quotations.

5. With regard to para 4(a) above, it may be assumed that the contractors work out their quotations as under :—

- (a) Cost of work excluding cost of Govt. stores;
- (b) Contractors overheads and profits;
- (c) Cost of Government Stores;
- (d) Extra for locking up some additional capital for purchase of Government Stores.
- (e) Cartage of Govt. stores to site, storage etc.
- (f) Overheads and profit on (e).

It will be seen from the above breakup that the amount of the tender is affected only to the extent mentioned at (d) above, if stores are issued to contractors on payment and not free.

The additional money locked up by contractors referred to in (d) above, is, however, comparatively small as will be seen from the following —

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- (i) The contractor is not required to pay for stores immediately on issue but the cost is recovered from the next interim payment or from the final payment if no further interim payment is made.
 - (ii) Most of the stores issued to the contractor are incorporated in works by the time their cost is recovered. As 90% of the value of work executed is paid to him through interim payment, only 10%
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of the value of these stores is locked up between the time of interim payment in which their cost is recovered and the final payment. Payment to the extent of 75% of the cost of stores is also made to the contractor for stores not incorporated in works at the time of making interim payments so that an additional 25% of the cost of these stores is locked up till their incorporation in works.

The reduction, if any, made by tenderers in their tenders as a result of free issue of stores (instead of issue on payment) would thus be a very small and would be more than offset by the disadvantages of free issue of stores mentioned in para. 3.

6. With regard to para. 4(b), free issue of stores would not, in any way, facilitate the work of the Department in ascertaining the real percentage of profit allowed by a tenderer in his tender, as will be seen from the following:—

(a) No percentages are quoted by contractors in the case of the following types of contracts—these being of the lump sum type:—

(i) Lump Sum based on Bill of Quantities.

(ii) Lump Sum based on Drawings and Specifications.

(iii) Lump Sum based on Item Rates.

In this type of contract, therefore, there are no means of ascertaining the contractor's profit accurately.

b) Even where percentages are quoted by tenderers in their tenders, as in the—

(i) Lump Sum based on pre-priced Schedule 'A'; and

(ii) Measurement contracts.

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(Both of which are being gradually replaced by the types of contracts mentioned in the previous sub-para). the percentage quoted is made up of the following elements:—

- (1) A percentage representing the difference between the rates in the Standard Schedule of Rates and the prevailing market rates;
 - (2) A percentage representing contractor's overheads for staff, tools, plant, cartage, storage, etc.;
 - (3) A percentage representing contractor's profit.
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It is therefore, not possible to ascertain the percentage of profit as the above demands cannot be segregated. Free issue of stores is, therefore, not likely to help in ascertaining the real percentage of profit allowed by a tenderer in his tender.

[*Ministry of Defence O.M. No. 9(2) 58/Part II/OSD(W) dated 1st September, 1960*].

65 123 The particulars given in para. 123 showing the number of contracts where the period of completion had to be extended, do not include figures from Eastern Command. Although this information was promised the Committee regret to observe that the same was not furnished until this report was finalised.

67 126 The Committee would suggest that the feasibility of introducing a clause in the contract providing for compensation to contractors in cases of delays which are not attributable to the contractors should be examined. This would keep the officers of the department alert in the discharge of their responsibilities, and might enable more favourable terms in the tender.

It is greatly regretted that the information required by the Committee could not be furnished in time in respect of one Command.

[*Ministry of Defence O.M. No. 9(2) 58/Part II/OSD(W) dated 17th January, 1961*].

The question of introducing a clause in the contract forms for delays not attributable to the contractors has been carefully considered. In all cases, where completion of works is delayed due to reasons, which in the opinion of the Accepting Officer, are beyond the contractor's control, reasonable extension of time is allowed. Steps have also been taken to restrict suspension of works to the barest minimum since delay in the completion of work is also against the interest of Government. It is, therefore, considered

that no specific condition in this respect in the contract forms is necessary.

[Ministry of Defence, O.M. No. 9(2)/58/Part III/OSD(W) dated 20th January, 1961].

69 128 The Committee feel that an earnest attempt should be made to evolve a standard contract form for use in all the organisations of the Government of India based on a study of the different forms in vogue in various Departments and that for this purpose a Committee consisting of the representatives of the various Departments and experts from the Building Industry and Engineering profession should be appointed to make a thorough examination of the question and bring about uniformity in the contract forms. It would be desirable if the States also could participate in the work of evolving standard forms of contract with a view to achieving uniformity in respect of the States also. In the opinion of the Committee a standard and simplified contract form will ensure free and healthy competition. It would also reduce the chances of contractors making provisions in their quotations for various advantageous clauses, which may occur in the present forms, without serving any practical purpose or being actually used by Government for their safety or protection.

With a view to achieving uniformity in execution of contracts and rational tendering by all works organisations of the Government of India and of the States as well, the question of evolving a single model contract form has been carefully examined in consultation with the Ministry of Works, Housing & Supply and Indian Standards Institution. Since the nature of works differ appreciably not only from department to department but in the same department it has not been found practicable to devise a single standard form either for all Government organisations or for any one organisation. The number of model contract forms for each organisation shall necessarily have to be more than one to suit particular requirements.

In the M.E.S. contract forms for various types of works have already been standardised. To ensure rational tendering and economical execution of works these standard forms are revised/amended from time to time as a result of the experience gained on the working of various contracts in the M.E.S.

[Ministry of Defence, O.M. No. 9(2)/58/Part III/OSD (W) dated 27th February, 1961].

71 130 The Committee feel that contractors should be encouraged to prepare their bills since the time of the supervisory staff in the M.E.S. could be saved to that extent and also there would be greater expedition in the submission of bills the contractor being the most interested party. The Committee are of the view that this should be insisted upon in the first instance in the case of the bigger contractors. Even in the case of the others it should be gradually brought about. If on the contrary it is considered that there are insuperable difficulties in following the present rule, the Committee would only suggest that the rule should be changed to suit practice.

The following particulars are required for preparation of final bill :—

- (a) Measurements.
- (b) Abstracts.
- (c) Particulars regarding recoveries for Stores, Tools and Plants etc., supplied by Government.

In accordance with the existing rules, measurements are jointly taken by the MES and contractor's representative and recorded by MES representative in Measurement Book/Requisitions. Statement of recoveries for stores, Tools and Plant etc., issued by Government is also prepared simultaneously by the MES. The abstracts in original and the Statement of recoveries duly signed by an Officer of the MES are sent to the contractor who prepares and submits this final bill on the basis of these details. However, in the case of petty contracts with illiterate contractors, final bills are prepared by the M.E.S.

2. It will thus be seen that the contractor does under the present system prepare his own bills. Officials of the MES jointly with his representatives take measurements, record them in their books, prepare the abstracts and statement of recoveries.

The Committee are not convinced that the present system of arbitration is in accordance with the fundamental principles of justice. The Committee understand that the normal practice in the U.K. is that an independent arbitrator is selected from among those who are members of the Institute of Surveyors, Institute of Architects, the Institute of Civil Engineers etc., and that in certain cases an eminent citizen is also appointed an arbitrator. The Committee are of opinion that a similar practice should be followed. Public spirited men could be found in the ranks of the retired engineers in this country who might be depended upon to do the job as a sort of public duty on payments only of allowances for sittings and travelling. The Committee suggest that an experiment be made in the first instance at a few places by appointing an independent arbitrator acceptable to both the parties and if the experiment works successfully, the procedure might be adopted on an extensive scale and a panel of independent arbitrators consisting of architects, retired engineers or

To this extent MES participation in the construction and preparation of these bills is unavoidable and useful.

3. In view of the above, it is felt no particular benefit will accrue by changing the existing rules.

[*Ministry of Defence O.M. No. 9(2)/58/Part I, OSD (W) dated 17th January, 1961.*]

The proposal to refer disputes to non-departmental officers as arbitrators has the following disadvantages :

(a) Delay in finding outside arbitrators acceptable to both parties, who may be willing to undertake the work.

(b) Very little likelihood of outside arbitrators being willing to undertake the work on payment only of allowances for sitting and travelling. In a few cases in the past when disputes were referred to outside arbitrators acceptable to both parties the fee charged by the arbitrators was about Rs. 250/- per day *plus* travelling and incidental expenses.

(c) Lack of background of the M.E.S. procedure resulting in lengthy arbitrations.

2. The reasons in favour of continuance of the existing system are :—

(i) Government servants in responsible positions have been and should continue to be trusted to discharge fairly the duties of arbitrators even in matters which involve Government interests.

persons selected from the Institute of Engineers may be appointed for the purpose.

(ii) In India, we still have not got authorities and institutions of the same standing as the Institutions of Civil, Mechanical, Structural or Electrical Engineers in U. K. or the Royal Institute of British Architects or Royal Institute of Chartered Surveyors etc. Till such time as we are able to develop such institutions it may not be advisable to follow the U.K. analogy.

(iii) The method of arbitration by non-departmental officers will be more expensive—an important consideration in the existing financial stringency.

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3. The present system of arbitration in the M.E.S. has so far worked satisfactorily. When disputes arising out of a contract have to be referred to arbitration, care is taken to ensure that the officer who is appointed to act as an arbitrator is one who was at no stage connected with the administration of the contract. He is, therefore, able to take an entirely impartial view of the issues in dispute.

[Ministry of Defence O. M. No. 9(2)/58/Part II]
OSD(W) dated 18th November, 1960.]

77 The Committee noticed that the contractors had a feeling that supervision by the supervisors of the Departments was excessive. Perhaps the real drawback is that due to the inadequacy of inspection by Engineers of the department,

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Instructions exist to ensure frequent inspections by Engineer officers of the Department. Constant supervision by subordinate staff, however, necessary to watch processes such as mixing of concrete and mortar, screening and washing of

entire reliance is placed by the department on the subordinate officials, who remain on the spot. In such a situation, it is possible that the subordinate officials actually wield greater powers than it was intended to confer on them. It could possibly lead even to corruption. The Committee consider that this question has to be given careful attention. The Committee would recommend that experiments should be carried out at some places where the contractors executing the work are firms of standing and employ qualified and experienced engineers and technical staff of their own, to reduce the extent of departmental supervision by subordinate officials. If the experiment is successful it may gradually be extended. Meanwhile, suitable measures should be taken to ensure that all contractors employ competent and qualified engineering staff and take full responsibility for detailed supervision.

aggregates, proper use of mortar for brickwork/masonry etc. and of work which becomes hidden from view afterwards. It would not appear possible to reduce, without detriment to the quality of work, departmental supervisory staff even at lower levels.

2. In pursuance of the recommendation of the Kasturbai Lalbai Committee an experiment was carried out in one of the Divisions of the C.P. W.D. in 1954-55 by withdrawing Section Officers altogether from construction work and entrusting supervision and recording of measurements to Assistant Engineers only. The experiment was not found to be successful in any way and the Experiment Division had to be closed.

3. With regard to employment of qualified Engineering Staff by contractors, applicants for the purpose of enlistment are required to give particulars of technical staff employed by them. The qualifications of this staff are kept in view before deciding to enlist a contractor. Provisions also exist in the contract form requiring contractors to employ at site an Engineer duly approved by the Garrison Engineer, if in the opinion of the Garrison Engineer the Contractor himself has not sufficient technical knowledge and experience. The Contractor's engineering staff is necessary to execute the work in accordance with contract drawings and specifications. The contract provision with regard to their employment is by and large enforced.

[Ministry of Defence O. M. No. 9(2)/58/Part II/
OSD(W) dated 1st September, 1960].

78 151 The Committee are of the view that an independent technical audit could be quite as useful on the technical side as the statutory audit conducted by the Comptroller and Auditor General with regard to the accounts of the Central and State Govts., the benefits of which are well recognised. They feel that the agency of the Chief Technical Examiner, if properly utilised, can be a means for eradicating many of the evils now prevalent in the Engineering activities of Government. The solution to the many problems which have been considered as militating against the continuance of this organisation should be found in reshaping its structure so as to fulfil the role of an independent external technical audit. The charter of duties including the scope of technical examination, the time limit within which such examination should be completed etc., should be suitably laid down so that any defects noticed at present may be removed. The Committee would suggest that the Organisation should be so built up as to be a common technical audit agency in respect of all works service organisations under the Central and State Governments.

The question regarding technical audit of works is being examined by the Committee on Plan Projects (Building Projects Team), Planning Commission. The Recommendations of the Estimates Committee have been brought to the notice of the Committee on Plan Projects. The matter will be examined on receipt of the report of the Committee.

[Ministry of Defence O.M. No. 92).58/OSD (W) Part II, dated 15th November, 1961].

79 152 The Committee are convinced that an examination of the type carried out by the CTE

could be undertaken efficiently without a fear of favour only by a completely independent cadre of officers. The Committee are of the view that such an independent cadre should be built up, especially in view of their recommendation that there should be one organisation to conduct an independent technical audit of the works executed by the various organisations.

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The Committee recommend that the MES should also adopt the system as in the CPWD of assessing the percentage of renewals separately on the basis of durable and non-durable furniture since the value under each category is likely to be considerable. The Committee would also like to draw the attention of the Ministry of Works, Housing and Supply to the fact that the basis for demanding funds for the renewal of CPWD furniture is very much higher than the one adopted by the MES. The matter requires examination with a view to reduce it to a reasonably low figure. The Committee would recommend the adoption of a uniform basis.

All articles of furniture of MES supply are of standard designs and specifications, which have been framed taking into account their functions and normal wear and tear so as to obtain a reasonable life. Average rates of maintenance/renewals mostly for all types of furniture of standard designs and specifications have been found satisfactory in the past and is simpler than the CPWD rates worked out on the basis of supplies made to different types of buildings. As MES do not hold considerable stock of non-durable furniture, no particular advantage is likely to be gained by the adoption of CPWD categorisation.

2. The supply/renewal of furniture by the CPWD is limited. In the case of furnishing of office buildings it is confined to its own offices, other civil Ministries and offices arranging matters on their own. In the case of residences, their responsibilities are limited to the cases of free furnished accommodation as for the residences

of Ministers, Judges of the Supreme Court and Members of the Planning Commission where no standardisation is possible, the designs being considered to suit an individual's taste. As regards furnishing of the residences of the Members of Parliament, a certain degree of standardisation exists. In respect of Government officers' residences, supply is limited to the existing stocks and requests for renewal replacements are not entertained. As for rest houses and hostels, the quantities are not large and standardisation is not possible because of the spreadover of locations in the country. Thus the conditions obtained in the AIES do not exist in the CPWD in the matter of supply, renewal of furniture. In the absence of any large scale standardisation and limited requirements, it is not possible to reduce the demand for funds for renewal of furniture to be arranged by the CPWD.

[*Ministry of Defence O.M. No. 9(2)/58/Part II; OSD(W) dated 1st September, 1960*].

82 The Committee regret to note the delay in the matter of reviewing the surpluses in the war time accumulations of machinery. Such delays not only prevent the use of those stores for other beneficial purposes, but also lead to

155 The process of declaring machinery surplus is a continuous one and so far Rs. 335 lakhs worth of machinery has been declared for disposal and mostly disposed of.

their deterioration and ultimate loss. The Committee would, therefore, emphasize the need to complete this review early.

A detailed review of the remaining plant and machinery has recently been completed and a consolidated list of surplus items has been put up for consideration by the Inter-Services Technical Team, which was set up for the purpose of examining the possibility of utilisation of these surplus items with modifications if necessary by other services. The Technical Team has since submitted its report and further action for disposal of the surplus items of machinery will be taken as soon as examination of the report is completed.

[Ministry of Defence O.M. No. 9(2)/58/Part II/OSD(W) dated 30th March, 1960].

83 156

The Committee desire that the question of rendering assistance to the people in the constructional and other activities which are springing up all over the country by loaning to local authorities and other popular bodies and even operating equipments like tractor, bulldozers etc. should be examined. They feel that if it were done it would yield the twin benefits of utilisation of the equipment for development work and also of providing a means for emotional integration of the Army with the People.

The comments against Serial No. 87 would apply *mutatis mutandis* to the suggestion that Army Engineers should render assistance to the people in general in constructional activities by loaning and even operating equipment like tractors, bulldozers etc. In regard to this suggestion, there is also the added consideration that in view of the serious shortage of foreign exchange the Army has to conserve all available equipment to the maximum extent possible to meet its essential requirements.

[Ministry of Defence O.M. No. 9(2)/58/Part II/OSD(W) dated 27th May, 1960].

86 164—165

In view of the considerations pointed out in Paras 161 to 163, the Committee feel that there can

The functions of the Engineer Services of the Armed Forces are numerous and include

be no in up:rabable objection to making the MES Organisation completely civilian and constituting it as an inter-service organisation under a civilian head to work under the Ministry of Defence. In order to provide experience in construction works during peacetime to some officers of the Engineer Corps, Officers should be posted on deputation to the Civilian Organisation just as it was suggested by the MES Review Committee to post a few officers to the CPWD and other works Organisations.

The Committee learn that the U.K. Government have accepted the Report of a Committee under the chairmanship of Lord Weeks which examined a similar question and recommended a civilian works organisation. They would suggest that this Report should be studied carefully and the feasibility of converting the MES into a civilian works organisation of an Inter-Service character should be very carefully examined.

field defences, provision of electric and water supplies, construction and maintenance of roads, airfields and different types of accommodation, etc. for the forces in forward and rear areas. The Engineer resources and skill required are similar whether the task is carried out in forward or rear areas by the Combatants or by the Works Services. It is, therefore, essential that all Engineer resources are under one control to ensure utilisation of engineering effort to the maximum at the right time and place.

2. The Engineer Arm of the Armed Forces has various types of units, e.g. field units, works units, construction units etc. The MES constitute the works services and their tasks are not merely confined to peace areas but also extend to forward areas. Government are of the view that it is not a practical proposition to separate the M.E.S. and the engineer troops. Both the elements are designed to perform complementary functions. Any attempt at such bifurcation may weaken the overall efficiency and fitness of the military organisation as a whole during an emergency. Deputation of officers on tenure will not meet the requirements. In order to gain the requi-

site experience and outlook, an Engineer Officer must grow and develop intimate relationship with the Service.

3. The Estimates Committee have referred to the report of a Committee set up in U.K. under the chairmanship of Lord Weeks. It has not been possible for Government to obtain the text of the report. We have been informed that the report of the Committee on Works services was published on a limited basis within the War Office and is not being generally released. It is, therefore, not possible to go into that Report in detail and to examine the circumstances under which the Committee recommended a civilian works organisation. However, in consideration of the position explained above, Government are of the view that apart from maintaining a number of civilians in the MES, it should, therefore, appropriately remain under the direct control of the Army.

[*Ministry of Defence O.M. No. 9(2) 58:OSD (Works, Part II dated 21-12-61).*]

87 168-69 While the Committee are glad to note that Engineer Units and other wings of the Armed Forces have come to the aid of the civil population in times of emergencies, that would suggest that there should be an arrangement by which the Army would be able to participate in a regular and continuous manner in national building activities. From this point of view, it would be advantageous if

The primary role of the Armed Forces (including the Engineer Units) is the defence of the country. To enable them to discharge this role effectively, it is essential that they must be under continuous training.

For its size, population and commitments, India has a comparatively small Army. It has, therefore, to be ensured that the operational efficiency

Engineer Units undertake systematically the execution of works, for which they are fitted and which otherwise are executed by civil agencies. The Committee feel that if this idea is accepted, details could be worked out and the question of costs could be considered in a more realistic manner. It may be possible for the concerned department to bear the cost of a work which it would otherwise meet if a civil agency were to do the work and for the defence estimates to bear only the extra cost which might be considered as due to the maintenance of an extra reserve.

The Committee would, therefore, suggest that this matter should be given careful consideration.

of the Services is not impaired by other occupations. With this purpose in view Engineer Units of the Army in common with other units of the Armed Forces have to undergo continuous and rigorous training which is specially designed to make them fit for this role in times of war. Utilisation of Engineer units in civil construction projects cannot be a substitute for this type of training and if taken recourse to on a wide scale would impair their efficiency.

2. In spite of the limitations mentioned in paragraph 1 above, the Armed Forces have made in the past, and even now continue to make, as much contribution to developmental and construction work as they can. To mention only a few examples of assistance by Army Engineers, a large number of troops had been employed for a number of years in the construction of roads and airfields in Nepal and in the N.E.F.A. area in a most difficult terrain. Army troop labour was used to the extent possible for building 1,450 houses in Ambala and certain accommodation in J. & K.

3. Whenever, proposals from civil authorities for assistance in developmental projects are received, they are dealt with sympathetically. A proposal is turned down only if it is likely to interfere with

training or where it is beyond the resources of the Services. For works of developmental nature, done for the civil authorities, the Services charge only the cost of the following items and not the full cost :—

- (i) Consumable stores, e.g., POL;
- (ii) Depreciation and wear and tear of equipment;
- (iii) Cost of repairs and maintenance;
- (iv) Cost of replacement of equipment rendered unserviceable; and
- (v) Incidental expenditure.

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In other words, only the additional cost incurred is charged. Normal day and allowances of troops are not charged. Pensionary liability in respect of any accident to troops employed on civil projects is also that of the Government of India and paid from the Defence Budget. Any damage to crops or compensation payable to civilians is however the responsibility of the civil authorities concerned.

4. The Armed Forces have also readily gone to the help of the Civil authorities in times of natural calamities and emergencies, e.g. floods, famines, fires, etc. They also assist in the maintenance of essential services whenever the need arises. A notable contribution by Army Engineers in
-

the recent past in this regard has been the extensive assistance rendered to civil authorities in the restoration of communications in the State of J. & K. after the havoc caused by floods in 1959.

Ministry of Defence O.M. No. 9(2)/58/Part. II/OSD (W), dated the 27th May, 1960].

89 172 The Committee consider it desirable that a 'Guide to Efficiency' containing a digest of all important instructions and previous decisions should be prepared and periodically revised for the convenience of the officers so that they might not lose sight of important matters.

A reference book containing all important instructions/previous decisions on various subjects is maintained in each Office of the M.E.S. for convenience of all concerned. It is, therefore, felt that a separate compilation for the purpose is not necessary.

[Ministry of Defence O.M. No. 9(2)/58/Part. II/OSD (W), dated the 11th January, 1961].

CHAPTER IV

Replies of the Government which have not been finally accepted by the Committee

| Serial No. (As in the Appendix XIII to the Report | Reference to para- graph No. of the Report | Summary of Recommendations/ Conclusions | Reply of the Government | Comments of the Committee |
|---|--|--|--|---|
| (1) | (2) | (3) | (4) | (5) |
| 53 | 109 | <p>The Committee are of the view that if the associations of contractors are organised in the manner of professional bodies with pride in their work and lay down a code of conduct for their members to be enforced by them, it would not merely be to their benefit but would also indirectly help to tone up the efficiency of the Engineering Department of Government and would help to remove undesirable practices wherever they exist. It is understood that the Engineer-in-Chief has already suggested to the Builders' Association of India to organise themselves better. He is said to have also suggested that they should have a pool of mechani-</p> | <p>The observations of the Estimates Committee have been brought to the notice of premier associations of contractors namely, Builders Association of India, Bombay and Central Builders Association, New Delhi. They have been requested to indicate the minimum assistance required by them for implementing the recommendation of the Committee.</p> <p>2. The reply of the Builders Association of India has been received and is under examination. A reply from the Central Builders Association is awaited.</p> | <p>The Committee hope that the Association of Contractors and Builders will be encouraged by Government to draw up early a code of conduct for observance by their members.</p> |

[Ministry of Defence O.M. No. 9(2)/58/
Part II(OSD(W) dated 27-2-1961]

(1)

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(3)

(4)

(5)

cal equipment which could be hired by different contractors and that they should also arrange to establish technological schools to train up painters, bricklayers and other workmen. The Committee hope that the associations would seriously take up these suggestions. The authorities may also take up and encourage drawing up a code of conduct by the Association.

Further information called for by the Committee.

The latest position in the matter may please be stated.

(L.S.S. O.M. No. 62-ECI/58 dated 25-9-1961).

75 139 The Committee find that there are 60 cases of arbitration remaining out-standing for a long time. Considering that all the cases are referred to departmental arbitration, they find it hard to reconcile the instances of delay in the arbi-

The points raised by the Builders' Association of India are under examination. No reply has, however, been received from the Central Builders' Association so far.

[Ministry of Defence O.M. No. 9(2)/58/OSD (Works) Part III, dated 26-9-1962].

There was unfortunately an error in our replies to the Estimates Committee. This was pointed out in the oral explanation before the Committee.

The Committee suggest that Government may take speedier measures to clear the long pending cases.

tration by departmental officers with the argument that independent arbitration might result in delays. However, they recommend that energetic action should be taken to dispose of the cases outstanding for a long time.

2. The breakdown of 60 outstanding cases is as follows :—

| | | |
|--------------|---|-----------|
| 1951-52 | . | 1 |
| 1952-53 | . | 4 |
| 1953-54 | . | 2 |
| 1954-55 | . | 10 |
| 1955-56 | . | 12 |
| 1956-57 | . | 14 |
| 1957-58 | . | 17 |
| TOTAL | . | 60 |

Out of these 30 cases as shown below have been cleared :—

| | | |
|--------------|---|-----------|
| 1952-53 | . | 3 |
| 1953-54 | . | 1 |
| 1954-55 | . | 4 |
| 1955-56 | . | 5 |
| 1956-57 | . | 11 |
| 1957-58 | . | 6 |
| TOTAL | . | 30 |

The majority of the remaining cases are pending in Courts.

3. The progress on disposal of outstanding cases is carefully watched,

(1)

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but delays in some cases are unavoidable. Some of the reasons for delays are :—

- (a) delay in submission of statement of cases by the contractors, particularly when lawyers are engaged by them ;
- (b) inability of arbitrator to fix date of hearing expeditiously either because of his other commitments or in order to suit the convenience of the parties ;
- (c) time taken to obtain a ruling from court on points of law ;
- (d) time taken to obtain extension of time from court for publication of award ;
- (e) dilatory tactics adopted by certain contractors, particularly where Government are the claimants.

4. Arbitration awards are, by and large, published within about six months time from the date of appointments of arbitrators.

[Ministry of Defence O.M. No. 9(2)/58/
Part II /OSD (W) dated 1-9-1960]

CHAPTER V

Recommendations in respect of which Final Replies of Government have not been received

| Serial No. (As in the Appendix XIII to the Report) | Reference to paragraph No. of the Report | Summary of Recommendations/Conclusions | Reply of the Government |
|---|--|--|-------------------------|
|---|--|--|-------------------------|

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The Committee would recommend having regard to the importance of the Surveyor of Works cadre in the Works Organisations, that steps should be taken to provide Surveyors' courses, both preliminary and advanced, in engineering colleges.

Further information called for by the Committee.

The result of the consideration made by the Ministry of Scientific Research and Cultural Affairs regarding the question of intro-

The question of introduction of surveyor's courses in Engineering Colleges, is being considered by the Ministry of Scientific Research and Cultural Affairs.

[*Ministry of Defence O.M. No. 9(2)/58/Part II/OSD(W), dated 11-1-1961.*]

The suggestion of the Estimates Committee regarding introduction of Surveyor's Courses in Engineering Colleges was considered by the

duction of surveyors courses in Engineering colleges may be intimated.

(L.S.S. O.M. No. 62-ECI/58, dated 5-7-1961).

All India Board of Technical Studies in Engineering and Metallurgy of the All India Council for Technical Education at its meeting held in March, 1961. The Board required some factual information to arrive at a decision in the matter. The information has since been collected and will be placed before the Board at its next meeting.

[Ministry of Defence O.M. No. 9(2)/58/OSD (Works) Part II, dated 24-10-1961.]

The Committee consider that it is not necessary to have separate lists of contractors for the different Works Organisations of the Government of India and of the States. They would, therefore, suggest that there should be a common consolidated list of contractors for all works organisations. This should be on an All India basis for the higher categories and on a regional basis for the other categories, the cate-

The Buildings Projects Team appointed by the Planning Commission is at present engaged in studying the suggestions made by the Committee. A number of studies in this respect have been instituted by the Team and these are yet to be processed by a Panel of Engineers, administrators etc. Government propose to examine the matters soon as the report becomes available.

gories being determined after discussions among the representatives of the different Departments. There should be a central co-ordinating body to maintain the register of contractors and to act as a clearing house for information relating to the performance and reliability of the contractors. Suitable procedure should also be devised to ensure that a contractor is employed only within the limits pertaining to his category and is not overloaded with work.

[Ministry of Defence O.M. No. 9(2)/58/Part II/OSD(W) dated 24-10-60].

The Committee do not consider the present position regarding the co-ordination of information in respect of performances of the contractors to be satisfactory since it is possible for a contractor adversely reported upon in one works organisation to get work in another. Immediate steps should be taken to introduce the necessary co-ordination between the different works organisations. If as recommended by the Committee a consolidated list of contractors is kept by a central co-

ordinating body, co-ordination in respect of this matter would become very simple.

Further information called for by the Committee.

The result of the studies conducted by the Building Project Team appointed by the Planning Commission may be intimated.

(L.S.S. O.M. No. 62-ECI/58 dated 5-7-1961).

The Panel for Public Works Administration formed under the Buildings Projects Team, had a number of meetings and had visited a few States. Several case studies have been made on the different issues taken up for consideration. As the matter is a highly complicated and involved one, it will take some more time for the Panel to formulate its final proposals.

[Ministry of Defence O.M. No. 9(2)/58/OSD (Works) Part II dated 24-10-1961].

The Committee would emphasise the importance of having a uniform Schedule of Rates on regional basis for use in all the Departments, since for common types of works, since it would result in greater compe-

The Buildings Projects Team appointed by the Planning Commission is already engaged in studying the problems connected with the preparation of common Schedule of Rates on a regional basis with uniform inc-

tion from contractors and would also ensure that the staff would be adaptable to any type of work whether it is in the M.E.S., Railways or the C.P.W.D., besides facilitating easier inter-departmental distribution of work-load when circumstances so warrant. The Committee recommend that the work of evolving common terminology units of work and methods of measurements should be speeded up and a common schedule on a regional basis drawn up for use by all Works Services of the Government. To carry out the work involved in this, and to speed it up the services of retired engineers of the M.E.S., C.P.W.D. and Railways should be utilised.

Further information called for by the Committee.

The latest position in the matter may please be stated.

(L.S.S. O.M. No. 62-ECI/58 dated 25-9-1961).

thod on measurement and standardised terminology. The report of the team is awaited.

[*Ministry of Defence O.M. No. 9(2)/58/Part II/OSD(W), dated 24-9-1960.*]

In the reply of Government to recommendation No. 70 vide this Ministry O.M. No. 9 (2)/58/Part II/OSD (W), dt. 24-9-60, it has been indicated that the Buildings Projects Team appointed by the Planning Commission was already engaged in studying the problems connected with preparation of common schedule of Rates on a regional basis with uniform method of measurement and standardised terminology and that the

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report of the team was awaited. The matter can be examined further only on receipt of report of the Building Projects Team.

[*Ministry of Defence O.M. No. 9(2)/58/OSD (Works)/Part III, dated 26-9-1962.*]

NEW DELHI;

21st August, 1963.

ARUN CHANDRA GUHA,

Chairman,

Estimates Committee.

APPENDIX I

ANNEXURE I

(Vide reply to recommendation 1 in Chapter II).

Statement showing action taken on the recommendations of the M.E.S. Review Committee.

| Sl. No. | Text of the Recommendation | Action taken by Government |
|---------|----------------------------|----------------------------|
|---------|----------------------------|----------------------------|

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

1. It is not possible to lay down any hard and fast rule whether the user's recce and the key plan/costing recce should be combined or held separately. This will depend upon the magnitude and urgency of the project.

Accepted with modification as under :—

“It is not possible to lay down any hard and fast—whether the user's recce and the key plan/costing recce should be combined or held separately. This will depend upon the magnitude, nature and urgency of the project.”

2. Decisions of the Ministries of Defence and Finance on matters of policy, if any, should be obtained by the users before the Engineers are asked to give an engineer appreciation and indication of cost.

Accepted.

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|----|---|--|
| 3. | Finalisation of establishment and key location plans should receive the foremost attention. | Accepted with modification as under :— |
| 4. | No drastic modifications/alterations in the user's requirements should be made at the key plan/costing recce stage. | Accepted. "Finalisation of establishment and key location plans should receive the urgent attention." |
| 5. | Co-ordinated planning of recce boards on a "continuous cycle" basis spread over the whole year should be attempted. | Accepted. |
| 6. | Endeavours should be made to reduce the time that elapses between initiation of a project and its submission to Service Headquarters for issue of Acceptance of Necessity and between the date of receipt by Service Headquarters of the indication of Cost and the issue of Acceptance of Necessity. | Accepted. |
| 7. | A clear picture of the user's requirements should invariably be submitted with the Indication of Cost. | Accepted. |
| 8. | It is essential that officers with specialised knowledge should be associated with Siting Boards more intimately from the very beginning. | Accepted. |
| 9. | Approximate estimates should be so prepared that the actual Cost does not vary by more than five per cent from it. | Accepted |

10. The Estimates should actually be prepared by the Engineer officers who are required to do so under the rules and not be left to lower officers. Accepted.
11. (i) Cases for Acceptance of Necessity should be prepared by Services Headquarters very carefully and full details furnished initially to avoid back references by Ministries of Defence/Finance for elucidation of essential points. Accepted.
- (ii) A project should be considered as a whole and isolation of certain phases should not be attempted. Accepted.
12. The number of checks on the estimate prepared by Engineers should be curtailed to only one, namely, by the next senior authority. Accepted.
13. Normally users should not be permitted to make any changes after the A.Es have been prepared. Where major changes are necessary, the project should be treated as new one. Accepted.
14. To speed up the issue of final sanction for the projects, a Central Works Planning Committee should be established in the Ministry of Defence. Not Accepted.
15. Reversion to the old practice of indicating new works in the Budget and providing for a small Reserve for unforeseen urgent projects would minimise heavy surrenders at present being made at the end of the year. Not Accepted.
16. To avoid delay in the allotment of funds to the G.Es. etc., allotment should be made direct to G.Es. etc., by Ser- Accepted.

vice Headquarters with copies of such letters to intermediary formations.

17. Para. 53 of the MES Regulations and Para. 30-A of the Works Procedure should be reconstructed. Accepted.

18. A tolerance of 5% on Administrative Approval subject to a maximum of Rs.2 1/2 lakhs, and 10% on Indication of Cost should be allowed. Accepted with modification as under:—
“A tolerance of 5% on Administrative Approval and 10% on Indication of Cost should be allowed.”

19. The present time is not opportune for reverting to project estimates. Accepted.

20. The GOC-in-C. should have powers to reappropriate funds from a Major work in progress to new Major work which may be released by Service Headquarters for commencement during the current year subject to availability of funds and engineering capacity. Accepted with modifications as under:—
“GOC-in-C should have powers to re-appropriate funds from a major work in progress to a new major work for which budget provision exists”

21. As soon as the Administrative Approval is issued, Service Headquarters/DGOF should issue a certificate to the effect that the project will be started during the following financial year, to enable the Engineers, to take all preliminary action. Accepted with modifications as under:—
“As soon as the Administrative Approval is issued, Service Headquarters/DGOF should give some indication whether or not the project would be started during the following financial year, to the engineers to enable them to take preliminary action where necessary”.

22. All works of whatever nature and size should commence within six to eight months from the date of issue of Administrative Approval. Accepted with modification as under :—
- “All works of whatever nature and size should *normally* commence within six to eight months from the date of issue of Administrative Approval.”
23. (i) The time schedule followed by the CPWD is realistic and should be adopted by the MES with such modifications as may be considered essential by the E-in-C. Under Consideration.
- (ii) Applications for extension should not normally be entertained. Accepted.
24. Suspension orders should be restricted to the minimum and issued when necessary with the permission of the CE only. Accepted with modifications as under :—
- Suspension orders should be restricted to the minimum and issued, when necessary only :—
- (i) With the permission of CE in respect of CEs and CWEs contracts; and
- (ii) With the permission of CWE in respect of GBs contract (when approving suspensions CWEs may be instructed to exercise great care and scrutiny).
25. Service Headquarters should make an all-out effort to complete the work relating to the standardization of designs, specifications and bills of quantities and drawing up of scales, etc. Accepted.
26. It will not be advisable for the MES to adopt the State PWDs Schedules of Rates but attempts should be Accepted.

made to draw up further Schedules of Rates for the particular stations where MES is working and the present Schedules do not work satisfactorily.

- | | | |
|-----|--|---------------|
| 27. | Schedule of Rates should be reviewed and republished once in five years and amendments, numbered serially, should be issued as and when necessary. | Accepted. |
| 28. | Liaison should be established among the various Engineering Organisations under the Central Government to ensure close approximation between the Schedules of Rates published by them. | Accepted. |
| 29. | The requirements of the Defence Services for iron and steel should be worked out on yearly basis and forward indents placed. | Not Accepted. |
| 30. | The MES should shift 50% of the requisite quantity of materials from the stores depots to the site without waiting for the allotment of funds in respect of projects released to them for the ensuing financial year. | Not Accepted. |
| 31. | Such of the war time building materials held in the Engineer Stores Depots as can be utilised within the next two years should be retained and the rest should be declared to the D.G.S.&D. immediately for disposal. | Not Accepted. |
| 32. | Execution of works through departmental labour should be resorted to only to break up a ring formed by the contractors or to carry out petty repairs or where work is of a special nature and measurements are not possible. | Accepted. |

33. CPWD/State PWDs will not be able to help the M.E.S. to any great extent but their services should be utilized where the M.E.S. is not established. Accepted with modifications as under :—
 “If any particular case is found necessary to employ the services of CPWD/Local PWD where we have no MES, the matter should be dealt with on its merits when the occasion arises.”
34. There is no need at present to entrust the execution of works to Consulting Architects. Accepted.
35. Repairs costing less than Rs. 20,000/- for any one single building as recorded in the M.E.S. Registers should be regarded as “normal” repairs and those costing Rs. 20,000/- or more as “special” repairs. Accepted with modification as under :—
 “Renovals less than Rs. 20,000/- for any one single building as recorded in the M.E.S. Registers should be regarded as “normal” repairs and those costing Rs. 20,000/- or more as “special repairs”.
36. Present system of registering contractors in the M.E.S. is satisfactory and requires no modifications, but a list of big contractors registered with all the Central Government Engineer authorities, together with their record of performance, should be kept with one central authority. Under consideration.
37. There should be co-ordination between the M.E.S. C.P.W.D., Railways and State P.W.Ds., in the matter of suspension/removal of contractors, so that they are more careful in awarding works to contractors who are suspended/removed by the other department. Accepted.

38. The present system of inviting tenders should be retained with certain modifications regarding advertisement of works costing Rs. 1 lakhs and above in the local vernacular papers and important papers of other big towns.

Accepted.

39. The present system of eliminating ineligible or unsuitable contractors at the stage of issue of tender documents should be retained, but applications for tenders may be rejected by C.Es. only on the following grounds to be recorded in writing :—

Accepted with modification as under :—

“The present system of eliminating ineligible or unsuitable contractors at the stage of issue of tender documents should be retained, but applications for tenders may be rejected by C.Es. only on the following grounds to be recorded in writing :—

- (a) The contractor was already overloaded;
- (b) The performance of the contractor had not been satisfactory in the past; and
- (c) Serious irregularities were committed by the contractor in the past.

- (a) The contractor was already overloaded;
- (b) The performance of the contractor had not been satisfactory in the past; and
- (c) Serious irregularities were committed by the contractor in the past.

In addition to the grounds for rejection of tenders suggested by the Committee, the tenders should not be issued to a contractor if his financial position is found to be unsatisfactory.

40. Normally a period of 4 to 6 weeks must be allowed for submission of tenders after the issue of tender documents.

Accepted.

- Accepted.
- Under consideration.
- Accepted with modification as under :—
- “The time for opening of tenders should be so fixed that all registered posts would have come in by that time and the tenders should be opened half an hour after that time. The ideal time will be 10 A.M.”
- Accepted with modification as under :—
- “Late tenders may be opened and filed in the office instead of returning them to the tenderers. Such tenders should, however, on no account be considered but may be taken into consideration for deciding the desirability of going out to tender again. The proper assessment of late tenders was essential for any future purpose”.
- Accepted.
41. The tender documents should be prepared very carefully to avoid extension of time for submission of tenders on account of amendments or alterations to the tender documents. Accepted.
42. The tenders should be opened in public but it should be made clear at the time of announcing the rates that they were subject to checking. Under consideration.
43. The time for opening of tenders should be so fixed that all registered post would have come in by that time and the tenders should be opened half an hour after that time. The ideal time will be 4 P.M. Accepted with modification as under :—
44. Late tenders may be opened and filed in the office instead of returning them to the tenderers. Such tenders should, however, on no account be considered but may be taken into consideration for deciding the desirability of going out to tender again. Accepted with modification as under :—
45. No negotiations with the tenderers should, as a rule, be permitted. Prior permission of Ministry of Defence should be obtained for negotiations. Accepted.
46. The powers of concluding Single Tender Contracts should be as under :—
- | | | |
|----------------|-----------|-----------|
| Upto Rs. 500/- | By G.E. | Accepted. |
| Rs. 1 lakh | By CWE | |
| Rs. 2 lakhs | By C.E. | |
| Rs. 10 lakhs | By E-in-C | |

47. Freak rates in tenders should not be corrected except for the purpose of deviations. Where freak rates are not corrected, deviations should be strictly controlled and kept very low. Accepted with modification as under :—
48. Genuine errors in calculations, but not in rates, quoted by contractors in Lump Sum Contracts may be corrected and the Lump Sum altered, if necessary. “Freak rates should be corrected before the tender is accepted but no change should be made after the papers have been signed”. Accepted with modification as under :—
49. The time which normally elapses between the opening of tenders and the award of a contract is considered satisfactory. “Genuine errors in calculations in tendered sums may be corrected and the Lump Sum altered, if necessary, before acceptance of tender”. Accepted.
50. The present practice of issuing one work order to cover the entire work specified in the contract, except in cases where the work was phased, is considered satisfactory. Accepted.
51. (i) In the case of new construction Administrative Approval should not be released for execution until the site can be made available to the engineers. (i) Accepted with modification as under :—
- “In case of new construction, administrative approval should not be released for execution if it is anticipated that the site cannot be made available to the engineers within a period of one year”. Accepted.
- (ii) In the case of abnormal repairs to existing buildings, tenders should not be invited until the user certifies that the building will be made available when required by the engineers.

Under Consideration.

52 Projects may be split up into parts or sub-projects, for awarding contracts, depending upon the type of work, provided the break-up is done by the authority competent to technically sanction the project as a whole.

Accepted.

53 Lump Sum Contracts with standardised Bills of Quantities will be most suitable for repetitive types of works where deviations are rare or in cases where measurements might involve complications and lead to difficulties, Item Rate Contract will be more suitable in cases where deviations are likely to be substantial, and for furniture.

Not Accepted.

54 Chief Engineers should be authorised in cases of urgency to give sub-items of a major work, costing upto Rs. 10,000/- in any one project to Term Contractors, before the commencement of the major work.

Accepted.

55 The Contract documents should be as simple as possible so that the officers who are to conclude and operate them do not find them too complicated.

Accepted.

56 Time is not yet ripe for the Government to divest itself of the responsibility for the supply of certain stores to the contractors.

Accepted.

57 Any changes in specifications or designs after the acceptance of the tenders should not normally be entertained and where deviations are sanctioned because they are unavoidable, they should be carefully scrutinized by senior engineer officers to establish their bonafides.

The limits of deviations at present prescribed by the E-in-C are considered satisfactory.

58 In order to avoid delays in the execution of works, powers should be delegated to CsWE & GEs as in the C.P.W.D. to sanction deviations where they are absolutely essential. The deviations so sanctioned should be subject to careful scrutiny, by senior officers. Accepted.

59 Following measures should be adopted to improve the position regarding inspection of works in progress:

(a) CsWE should devote more time to inspection and less to planning and other matters. CEs. should take on the planning work at present done by CsWE.

(b) GEs should be relieved of as much paper work as possible. For this purpose an *ad-hoc* Committee should be set up annually to examine the necessity of various reports/returns submitted by GEs.

(c) Where necessary the GE should be provided with a Civilian Administrative (non-technical) officer to look after routine correspondence, that the GE can devote more time to inspections.

(a) Accepted.

(b) Accepted with modification as under :—
“GEs should be relieved of as much paper work as possible.”

(c) Accepted with modifications as under :—

(i) Where necessary GEs should be given technical officers to help them.

- (ii) Technical assistance provided to the GEs should enable them to concentrate on capital works leaving the Technical Officers attached to them to devote their attention mainly to maintenance and minor works".
- (d) Under consideration.

- (d) M.E.S. should be relieved of the work of collection of rent for buildings and furniture and this work should be transferred to the Station Commanders.
- (e) The above measures, together with the standardisation of type designs, etc., should enable CsWE and GEs to devote more time to inspection of works in progress.

60 There is room for further improvement in the quality of work turned out by MES and the following steps should be taken to achieve this object—

- (i) It should be ensured that the supervisory staff is fully conversant with the contract provisions and devote more time to inspection of works in progress.
- (ii) Those responsible for accepting bad work should be brought to book promptly and for this purpose powers of punishment should be decentralised as much as possible.
- (iii) Action should be taken against contractors responsible for poor quality of work and entries should be made in their performance records with a view to weeding out those who repeatedly put in bad work.

Accepted.

- 61 The specifications should be co-ordinated with the C.P.W.D. and Railways from time to time. Accepted.
- 62 An independent organisation of the Chief Technical Examiner in the present form is superfluous and should be abolished. The work relating to scrutiny of contracts at present performed by CTE should be transferred to the CSW. The inspection of works should be undertaken in a more intensive manner by senior Engineer Officers. Under Consideration.
- 63 In the interest of quicker settlement of accounts the present practice of the M.E.S. preparing the final bills on behalf of the contractors may continue, but contractors should be encouraged more and more to take over the responsibility. Accepted.
- 64 Measurements must be recorded within one month of the completion of work in all cases. Deviations not authorised by the competent authority should also be measured, but it should be made clear that the measurements did not imply acceptance of work. Any disputes regarding deviations and measurements which can be settled during the progress of work should be settled as soon as possible after they arise without postponing the settlement till the completion of the project. Accepted
- 65 Contractors' signature in token of his acceptance of the final measurements should invariably be obtained. Accepted.

- 66 The period prescribed by the E.-in-C for the preparation of the final bills (viz., 45 days from the date of the completion of the work) is satisfactory and steps should be taken to ensure that the final bills are prepared within this period. Accepted.
- 67 The period prescribed at present by the E-in-C for the payment of the final bills (viz., 4 months from the date of completion of the work) is satisfactory and all possible steps should be taken to ensure that the M.E.S. authorities adhere to this period. Accepted.
- 68 It would not be desirable or feasible to entrust the work relating to audit of final bills to the Regional Audit Officers. Accepted.
- 69 No change is recommended in the existing powers of the GEs to pay final bills without pre-audit. Accepted.
- 70 The existing procedure regarding making full payment in respect of the items which are not under dispute should be reviewed with a view to falling in line with the Central P.W.D. Under Consideration.
- 71 The arbitration clause should be retained in the contract agreements, but the following steps should be taken to improve the present position:—
 (a) The issue or points of dispute should, as far as possible, be clearly stated and the arbitrator should be asked to give the award item-wise. Accepted.
-

(b) The M.E.S. authorities should take all possible care to prepare and present the Government case properly before the arbitrator.]

(e) The Chief Engineer should be authorised to settle, on the basis of equity and with the concurrence of the Controller of Defence Accounts, disputes in cases involving amounts up to Rs. 10,000/- Where the amount involved is more than Rs. 10,000/- or in cases involving a lower amount but which cannot be resolved at the CE and CDA level, the matter should be reported to the higher authorities before disallowing payments to the contractors.

Accepted with modification as under :—

The Chief Engineer should be authorised to settle, on the basis of equity and with the concurrence of the Controller of Defence Accounts, disputes in cases involving amounts up to Rs. 10,000/-. Where the amount involved is more than Rs. 10,000/- or in cases involving a lower amount but which cannot be resolved at the CE and CDA level, the matter should be reported to the higher authorities before disallowing payments to the contractors.

Disputes not directly arising out of the terms of contracts *i.e.*, claims of contractors which are *ex-gratia* in character will not be settled locally but will continue to be governed by MES Regulations paragraph 417 and require the sanction of Government of India".

72 Appointment of separate officers specially for arbitration work is not recommended as the volume of work will not justify the appointment of such officers. Accepted.

73 It is necessary to take urgent and effective steps to :—

- (a) eliminate routine audit objections ; and
- (b) settle objections with as little delay as possible.

To achieve this object the following steps are recommended :—

(a) Before audit objections are recorded, they should be personally discussed between the local Audit Officers and the GEs concerned.

Accepted.

(b) Engineer authorities must answer the objections quickly and for this purpose a time limit of two months from the date of receipt of the audit objections in the office of the GE, should be prescribed.

(c) Outstanding audit objections should be discussed by an *ad-hoc* Committee once in every six months. This *ad-hoc* Committee should be a regular feature in the M.E.S.

74 No change is recommended in the relationship between the Garrison Engineer and the Unit Accountant. Accepted.

75 To ensure that the Second Five Year Plan is implemented in time, planning must be geared up in respect of :—

(a) 'Q' planning to secure Administrative Approval in time for the works to be executed.

Accepted.

(b) The M.E.S. plans for the expansion of the staff, both gazetted and non-gazetted; and

(c) Pre-planning for the supply of basic materials such as steel and cement.

76 Powers of Acceptance of Necessity and Administrative should be the same as vested in administrative authorities as follows :-

| | |
|---|--------------|
| Ministry of Defence | Rs. 2,00,000 |
| COAS/CNS/CAS | Rs. 1,00,000 |
| GOC-in-C/Air Officer Commanding/Combay/ Comchin/NOIC Vizag. | Rs. 50,000 |
| Div/Area Commander | Rs. 20,000 |
| Sub Area /Bde Commander | Rs. 10,000 |
| Station Commander/RNO | Rs. 2,000* |

Rs. 1000/- if the Station Commander is of rank below Wing Commander/Lt. Colonel.

The above powers should be exercised without prior financial concurrence.

DGOF should have powers upto Rs. 50,000 (for industrial as well as non-industrial works) without financial concurrence and upto Rs. 100,000/- with the concurrence of DFA (Fys).

In the light of the recommendation financial powers of Acceptance of Necessity and Administrators Approvals have been revised.

77. CEs should have full powers to accord Technical Sanctions and E-in-C should be completely relieved of this responsibility. Accepted with modification as under :—
 “CEs should have full powers to accord technical sanctions.”
78. Provision for enhancement of powers of Technical Sanctions of selected CsWE and GEs should be made permanent. Accepted.
79. No change recommended in existing powers of acceptance of contracts except that the enhanced powers of CsWE and GE should be made permanent. Accepted.
80. The authority to waive or reduce compensation leviable from contractors should vest in the CEs in the case of contracts concluded by them or CsWE, and in the case of contracts concluded by GEs. Accepted.
81. MES should adopt a yardstick of rupees forty lakhs (maintenance load being regarded as equivalent to twice the construction load) per division and Rs. 1 1/2 crores per CWE. Accepted as a general guide.
82. Normally, there should be only five sub-divisions in a division, which should include E/M and F S sub-division. Accepted.
83. To utilise the full capacity of the MES, Administrative Approvals should be issued sufficiently in time to permit the engineers to plan ahead. Accepted.

84. It will not be desirable to re-organise the MES on a zonal basis. Accepted.
85. There should be separate CEs for the Navy and Air Forces and they should have separate CsWE and GEs wherever the work load justifies it. No rigid demarcation of work between the CE, Army, Navy and Air Forces should, however, be attempted. Accepted.
86. Army/Navy/Air Force Officers and DGOF should give a general confidential report on the engineers working under them and the senior Engineer Officers (E-in-C in the case of CEs) should report on their professional ability and work. Under Consideration.
87. Each CE should have a well equipped drawing Office. Accepted.
88. Where necessary, the CE should be given a Civilian Administrative Officer, Class II, to assist him in his normal routine duties. Accepted with modification as under :—
 “(i) Where necessary GEs should be given technical officers to help them; and
 (ii) Technical assistance provided to the GEs should enable them to concentrate on capital works, leaving the technical officers attached to them to devote their attention mainly to maintenance and minor works.”
89. There is no justification of increasing the number of Accepted. GEs under a CWE.

90. As far as possible work relating to administration and stores should be entrusted to non-technical officers and the Engineer officers should be employed on such jobs only where it is essential. Accepted with modification as under:—
 “As far as possible, work relating to administration and stores which does not call for highly technical knowledge, should be entrusted to non-technical officers and the engineer officers employed on such jobs only where it is absolutely essential.” Accepted.
91. There should be a model scale yardstick for each type of office in the MES on the basis of which recruitment should be made. Deviations from the model scale may, however, be permitted if justified. Accepted.
92. The establishment charges of about 11 to 12 per cent for a mixed load are not excessive. Accepted.
93. The Staff position of the E-in-C's Branch should be reviewed a year after the recommendations of the M.E.S. Review Committee are implemented, to assess the scope for reduction. Accepted.
94. MES Establishment should not be increased by more than fifty per cent of that which existed on 31st March '56 to cope with the peak load during the Second Five Year Plan period. Accepted in the nature of a guiding principle.
95. The present procedure of recruiting officers through the UPSC is satisfactory and advance action to recruit additional officers for the Second Five Year Plan period should be taken. Accepted.
96. Qualifications laid down for SW and Surveyor Assistant, Grade I, should not be relaxed. Accepted.

97. A minimum of 1/3rd of Superintendent, Grade I Appointments should be filled by direct entry engineer graduates and the remaining appointments by departmental promotion to the extent suitable candidates are available. Accepted.
- 98.(a) To tide over the present difficulty and to fill up gaps at various levels, emergency recruitment, as has been done for the IAs, may be attempted. (a) Not accepted, decided that no action was necessary.
- (b) The proportion between military and civilian officers upto the grade of CWE should be 50 : 50 and the existing civilian officers should be given option to accept combatant terms. (b) Under Consideration.
- (c) Where officers are not required to deal with troops, civilians should be considered for posts higher than CWE. (c) Government have accepted the principle that where operational matters are not involved, civilian officers possessing the requisite engineering skill and competence may be considered for posts higher than those of CsWE. Accepted in principle.
99. Deficiencies which cannot be made up by the normal methods of commissioning army officers and recruiting civilian officers should be made up by re-employing retired army officers in a civilian capacity upto the age of 55. Short Service Commissions to suitably qualified engineers from the open market should also be given. The policy should be reviewed after 7-8 years.

100. To meet the deficiency of subordinate technical staff, two years' course for overseers should be run at the CME. Not accepted.
101. The system of exchanging for a total period of two years, MES Officers with the CPWD/Port Trust Officers will be advantageous. The CPWD/Port Trust Officers should be given military and field engineering training for three months and thereafter they should work for the MES for 1½ years. Likewise, MES Officers should be attached for training in civil works for three months and then serve with CPWD/Port Trust for 1¾ years. Accepted in principle.
-

APPENDIX I

ANNEXURE II

(Vide reply to recommendation I in Chapter II)

| Serial No. | Text of the Recommendation | Action taken by Government |
|------------|---|---|
| 1 | 2 | 3 |
| 23(i) | The time schedule followed by the CPWD is realistic and should be adopted by MES with such modifications as may be considered essential by the E-in-C. | The recommendation is still under consideration. Every effort is, however, being made to expedite decision. |
| 36 | Present system of registering contractors in the MES is satisfactory and requires no modifications, but a list of big contractors registered with all the Central Government Engineer authorities together with their record of performance, should be kept with one Central authority. | The Buildings Projects Team, appointed by the Planning Commission has been examining similar recommendations made by the Estimates Committee in their 25th Report. Government propose to examine the matter as soon as the report of the Projects Team becomes available. |
| 42 | The tenders should be opened in public but it should be made clear at the time of announcing the rates that they are subject to checking. | Accepted with modifications as under :— |

“All tenders other than those submitted either on a lump sum basis (IAFW-2159, IAFW-2352 and IAFW-1780-A) or on the basis of provisional

bills of quantities (Item Rate—IAFW-1779-A) should be opened in public. Whenever necessary it should made clear at the time of announcing the rates that they were subject to checking.

- 52 Projects may be split up into parts or sub-projects for awarding contracts, depending upon the type of work, provided the break up is done by the authority competent to technically sanction the project as a whole. Accepted.
- 59(d) M.E.S. should be relieved of the work of collection of rent for buildings and furniture and this work should be transferred to the Station Commanders. Not accepted.
- 62 An independent organisation of the C.T.E. in its present form is superfluous and should be abolished. The work relating scrutiny of contracts at present performed by C.T.E. should be transferred to the C.S.W. The inspection of works should be undertaken in a more intensive manner by Senior Engineer Officers. The question regarding technical audit for works is being examined by the Committee on Plan Projects (Building Projects Team), Planning Commission. The matter will be examined on receipt of the report of the Committee.
- 70 The existing procedure regarding making full payment in respect of the items, which are not under dispute should be reviewed with a view to falling in line with C.P.W.D. The recommendation is still under consideration. Every effort is, however, being made to finalise the matter.
- 86 Army/Navy/Air Force Officers and D.G.O.F. should give a general confidential report on the engineers working under them and the senior Engineer Officer (E-in-C in the case of C.E.) should report on their professional ability and work. The recommendation is still under examination in consultation with Services Headquarters. Efforts are being made to finalise the matter at the earliest.

98(d) The proportion between military and civilian officers upto the grade of CWE should be 50:50 and the existing civilian officers should be given the option to accept combatant terms.

In view of the comprehensive nature of the recommendation which might affect the organisational set up of the Armed Forces, it has not so far been possible to finalise Government's decision. Every effort is, however, being made to expedite decision.

APPENDIX II

(Vide reply to recommendations 3 & 4 in Chapter II)

[Copy of letter No. 63158/Q3 wiii dated 6th October, 1955 from Army Headquarters (Q. M. G's Br.) New Delhi to the Hqrs. Southern, Eastern and Western Commanders regarding preparation of estimates for major works]

1. It is noticed that the number of cases requiring revised administrative approvals to projects already sanctioned, is increasing. The changes in estimates are *inter-alia* attributable to the following factors:—

- (a) Users do not give their complete requirements in the first instance. The essential items e.g. external services, are not included in the estimate.
- (b) Specifications originally proposed in the estimates are not found suitable by engineers at the time of actual execution and are, therefore, changed.
- (c) Stores and plant included in the estimate are found to be not procurable, available or suitable and substitutes have to be provided thereby increasing cost of the work.
- (d) Local contract rates over and above the MES scheduled rates are not correctly determined at the planning stage.

2. The above mentioned reasons are such as can be visualised, with a little foresight, at the time of the preparation of the estimates and changes in cost and scope of the projects on the accounts can certainly be avoided.

3. Apart from creating unnecessary work all round and consequent delay in the implementation of the projects, frequent revisions in estimates are open to adverse criticism from the administrative and financial authorities at this H.Q. A serious view of such changes is, therefore, taken specially of cases in which scope and specifications of the work is changed or the cost is increased for reasons which could be foreseen at the time of preparing approximate estimate.

4. You are, therefore, requested to ensure that all efforts are made to make the approximate estimates realistic in the sense that they

cater for full authorised requirements of the user and the availability of stores, plant and machinery required for each project is carefully examined.

5. Will you please issue necessary instructions to all concerned accordingly.

Sd/- Quartermaster General

Copy to:—Min. of Def.—D(Q&Qtg.) D.F.A. (W). E-in-C's Branch (E2A)—Will you please issue necessary instructions to the Chief Engineers Commands.

[Copy of letter No. 83097/K 3W (Policy) dated 3rd June 1957 from Army Headquarters (Q. M.G's Br.) New Delhi to Hqrs. Southern, Eastern and Western Commands regarding Planning of Projects]

1. Cases have come to notice where the scope and specifications of projects have been changed after the projects had been administratively approved, resulting in increase in cost and necessitating revised administrative approvals. This reveals that projects are not properly planned in the first instance and much time and labour is wasted with the result that the execution of projects is delayed. This unnecessary delay in the provision of the much needed accommodation adversely affects the comfort and morale of troops and protection of stores lying in the open.

2. Government takes a serious view of changes in projects after they have been administratively approved. You are, therefore, requested to issue necessary instructions to ensure that all projects are properly planned after ascertaining the firm requirements of users before they are submitted to this HQ for administrative approvals so that we are not open to such serious criticism in future.

3. A copy of the instructions issued should please be endorsed to this HQ.

Sd/- Tara Singh Bal,

Maj. Gen.

Quartermaster General.

Copy to:—E-in-C's Branch—who should please issue similar departmental instructions.

APPENDIX III

(Vide reply to recommendations 5 & 6 in Chapter II)

[Copy of letter No. 45135/Gen./E2A dated 10th June 1960, from Army Headquarters (Directorate General of Works) to the Chief Engineers Southern Command, Eastern and Western Commands etc. regarding rush of cash expenditure during the month of March at the end of financial year.]

Reference our letter No. 45135/57-58/E2A, dated 15th Jan. 1960 and your replies thereto.

While it is appreciated that the rate of expenditure on original works is to a great extent dependent on the date of release of new works, it is considered that in the case of maintenance etc. services there is much that the Engineers can do to avoid rush of expenditure in the last quarter of the financial year by a carefully worked out programme.

2. It is true that monsoons hamper the progress of work especially of periodical services. The period and severity of monsoons also vary considerably in the different parts of the country. But this is a known factor that occurs year after year at a well established and predeterminable period at any given locality.

If each GE works out a programme suitable to his location and carries it out with a determination it should not at all be difficult to avoid the heavy expenditure in March. The aim should be to pay off for the maintenance service of any year before the end of January. This can be achieved by a proper planning of maintenance services so that execution is spread over as many months as possible taking full advantage of para. 53 of MES Regs. As you have confirmed that PSM Books have since been completed for all stations there should ordinarily be no delay in payment of bills for periodical services.

3. In the case of original works also heavy payments on final bills in March can be avoided by prompt preparation, submission and clearance of bills by the contractors, the executive and the audit.

4 Will you please issue necessary instructions in the matter and ensure that substantial improvement is achieved in the current year.

Sd/- G. BENJAMIN

Col.

for Director General of Works.

Copy to:—

Chief Engineer, AFW—for necessary action. Case 45135/57-58/E2A & 45135/59-59/E2A.

[Copy of letter No. 66964/E2A dated 27th Oct. 1960 from Army Headquarters (Directorate General of Works) New Delhi to Chief Engineers Southern Command Poona, Eastern Command Lucknow, Western Command Simla, Naval Works, Bombay, Air Force Works, New Delhi regarding rush of expenditure at the end of the financial year.]

The Estimates Committee have examined the reasons for the rush of expenditure during the last quarter of the year, and have suggested the following measures for improving the present position:—

“The quarterly allotments of expenditure proposed for the year should be planned by the GEs immediately on receipt of the yearly allotments. This may be done in consultation with their CsWE. The progress of actual expenditure against the planned expenditure should be closely watched from month to month by means of a chart with a view to detect the divergence. A periodical review of the progress of actual expenditure against proposed expenditure should also be made by the CEs, who should arrange meetings, if necessary, with their CsWE and GEs for removing any bottlenecks in the progress of planned expenditure”.

2. The Government have agreed to implement the suggestions made by Committee. Will you please, therefore, issue suitable instructions to your lower formations.

3. In this connection reference may also be made to this HQ letter No. 45135/Gen/E2A dated 10th June 1960 and No. 66181/A/E5 dated 13th Oct. 1960, and the following provisions which have already been accepted by the Government.

(a) Works to be planned 8 to 9 months ahead—Army HQ No. 46817/22/E2A dated 3 Aug. 1960.

- (b) Works to be released only when allotment of funds is possible—Army HQ No. 46817/21/E2A dated 8 June 1960.
- (c) Works to be put in hand only when land—where required—has been taken possession of—Army HQ No. 46817/51/E2A, dated 18 Dec. 1958.
- (d) Allotment of funds to be made direct to GEs—Instructions under issue.

Sd/-

Director General of Works.

Copy to:—

Comdt., CME, KIRKEE SO (Fys), 6 Esplanade East, Calcutta.

APPENDIX IV

(Vide reply to recommendation 30 in Chapter II)

[Copy of Ministry of Defence letter No. 65656/E1D407-S/D (Works-II), dated the 30th May, 1961 regarding Conversion of temporary posts into permanent ones in the M.E.S.]

In pursuance of the decision contained in this Ministry's U.O. No. 23(18)/58/Pt. II/8412/D (Appts), dated the 6th September, 1960, I am directed to convey the sanction of the President to the conversion of such temporary posts into permanent ones in the M.E.S. as have been held by civilians on the 1st April 1959, for a continuous period of three years and which are required for work of a permanent nature. The number of temporary posts to be made permanent will be on the following basis:—

(a) Temporary posts on 1st April 1959 (excluding those sanctioned for specific projects) should be divided into two categories:—

(i) Posts sanctioned for maintenance work; and

(ii) Posts sanctioned for other than maintenance work.

80% of the temporary posts of category (i) and 50% of the temporary posts category (ii) above be made permanent.

(b) Posts sanctioned for specific projects should not be taken into account for purposes of conversion of temporary posts into permanent ones.

(c) The ratio of maintenance load and of other work load will determine the number of posts that should be deemed to have been sanctioned for maintenance and for other work in formations which handle maintenance, as well as other work; maintenance load being taken as equivalent to twice the construction load. For the purpose minor works will be grouped with 'Major Works'.

2. The above procedure would apply equally to Gazetted and non-gazetted civilian appointments.

3. Action may be taken for the creation of permanent posts in accordance with the above decisions.

4. Further communication will follow in regard to temporary posts in Workshops and Industrial Establishments.

Copy of Ministry of Defence letter No. 65656/E1D/685-S/D (Works-II), dated the 7th September 1961.

Subject:—Conversion of temporary posts into permanent ones in the M.E.S.

With reference to this Ministry's letter No. 65656/E1D/407-S/D (Works-II) dated 30th May 1961, I am directed to convey the sanction of the President to the conversion w.e.f. 1st April 1959, of the temporary posts shown in Annexure 'A' into permanent posts in the basic cadre of the Military Engineering Services. Only civilians will be eligible for confirmation against these permanent posts.

These appointments are in addition to the permanent posts already sanctioned for the M.E.S. in this Ministry letter No. 3601/75/1/E1A, dated 24 June 1948 as amended from time to time.

Copy of Annexure 'A' to Government of India, Ministry of Defence letter No. 65656 E1D/685-S/D (Works-II), dated 7th Sept. 1961.

Appointment

No. of temporary posts converted to permanent ones

I

2

OFFICERS

| | |
|--|----|
| Commander Works Engineer/SOI | 9 |
| Garrison Engineer/DCWE/SO II | 34 |
| Assistant Garrison Engineer ACWE/SO III/IEM | 67 |
| Superintending Surveyor of Works | 1 |
| Surveyor of Works | 12 |
| Assistant Surveyor of works | 10 |
| Senior Architect | 1 |
| Junior Architect | 2 |
| Assistant Architect | 12 |
| Senior Barrack/Stores Officers/SO II | 1 |
| Barrack/Stores Officer/SO III | 17 |
| Civilian Administrative Officer Grade I/SO II/SO III | 4 |
| Civilian Administrative Officer Grade II/SO III | 7 |

SUBORDINATES

| | |
|---------------------------------------|------|
| Superintendent B/R Grade I | 93 |
| Superintendent E/M Grade I | 43 |
| Supervisor B/S Grade I | 29 |
| Surveyor Assistant Grade I | 36 |
| Superintendent B/R Grade II | 124 |
| Superintendent E/M Grade II | 53 |
| Surveyor Assistant Grade II | 35 |
| Supervisor B/S Grade II | 46 |
| Store Keeper Grade I | 24 |
| Store Keeper Grade II | 31 |
| Superintendent Clerical | 20 |
| Clerk Upper Division | 203 |
| Clerk Lower Division | 549 |
| Personal Assistant | 1 |
| Stenographer | 24 |
| Chief D' Man | 7 |
| Senior D' Man | 4 |
| D'Man Grade I | 32 |
| D'Man Grade II | 37 |
| D'Man Grade III | 38 |
| Ferro Printer | 21 |
| Sub Overseer | 182 |
| Meter Reader | 56 |
| MT Driver | 135 |
| Storeman | 71 |
| Duftry | 10 |
| Peon | 223 |
| Chowkidar | 1521 |
| Sweeper | 185 |
| Gardener | 14 |

APPENDIX V

(Vide reply to recommendation 51 in Chapter II)

Directorate General of Works Memo. No. 82616/E.8 dated 16th August 1960, addressed to all Chief Engineers.

While commenting upon the quality of work turned out by MES contractors, the MES Review Committee had observed that there was room for further improvement. It was recommended by them that in order to achieve that object, it was necessary that action should be taken against contractors responsible for the poor quality of work and entries should be made in their performance records with a view to weeding out those who repeatedly put in bad work.

Government have considered the above recommendation and have decided to accept it.

2. According to Para. 170 of the Standing Order for MES, a confidential record in respect of each contractor is maintained by the Officer, by whom the contractor is registered. This record is based upon confidential report in respect of each work carried out by the contractor.

3. If, as a result of reports received or otherwise, the Registering Authority is not satisfied with contractors' performance, etc., the circumstances under which the contractor may be demoted to lower category, suspended from business with MES, removed from the approved list or blacklisted are laid down in Government of India, Ministry of Works, Housing & Supply, Office Memorandum No. Cont. 29(1)/57, dated 10th September, 1958 (copy forwarded to you under our No. 36461/P-1/E.8 dated 10-6-60).

4. The Estimates Committee also has recommended the necessity of a periodical review of the list of contractors so as to ensure that contracts are not awarded to those who do not satisfy all the requirements.

5. Please ensure that the existing instructions regarding the periodical review of the list of contractors, are complied with.

APPENDIX VI

(Vide reply to recommendation 74 in Chapter II)

[Copy of E-in-C's letter No. 13600/Gen./E8, dated the 6th October 1958 regarding Arbitration.]

The causes which commonly lead to disputes with contractors have been analysed from some of the Memoranda of Awards received in this Office. These are given in Appendix 'A' to this letter and could be broadly divided into the following four categories:—

- (a) Faulty contract;
- (b) Improper administration of contract;
- (c) Default by contractor;
- (d) Unreasonable attitude adopted by contractor.

2. Disputes resulting from faulty contracts and indifferent administration of contracts are avoidable. Instructions have been issued from this Office from time to time stressing the necessity of careful preparation and thorough check of tender documents before issue and proper administration of contracts. It is imperative that these instructions are complied with to avoid disputes with contractors and to safeguard Government interests in the event of disputes arising and being referred to arbitration.

3. When a contractor defaults suitable action in terms of the contract should be taken promptly. As soon as it appears that a contractor is adopting an unreasonable attitude, necessary precautions must be taken to safeguard Government interests.

4. It was decided during the Chief Engineers' Conference held in 1958 that statistics of causes of arbitrations should be maintained by Chief Engineers to enable them to take remedial measures by issuing suitable directives to prevent recurrence of arbitration on account of those causes. It was further decided at that Conference that the statistics be reviewed periodically, say once a year, to ascertain whether the measures taken were adequate. It is presumed that necessary statistics have been collected by you and suitable directives issued.

Sd/- A. D. VERMA,
Brigadier,
for Engineer-in-Chief.

Encl: Appendix 'A'.

Appendix 'A' to E-in-C's letter No. 13600/Gen/E8, dated 6-10-1958.

CAUSES LEADING TO ARBITRATION

Faulty Contracts

1. (a) Discrepancy in the wording of the same item in different documents forming part of the contract.
- (b) Discrepancy in quoting cross reference to an item when describing it on drawings/specifications/Schedule 'A'.
- (c) Specifying items which are either impracticable of execution or are very difficult to obtain.

Faulty Administration

2. (a) Passing defective work initially and later insisting on removal of defects.
- (b) Issue of defective T. & P. to contractor.
- (c) Wrong pricing of items of work.
- (d) Devaluation of work previously accepted.
- (e) Issue of stores not originally included in the contract without prior agreement with the contractor with regard to the rates of recovery.
- (f) Recording incorrect measurements or omitting to record measurements.
- (g) Making incorrect recoveries.
- (h) Delay in taking action, such as serving of notice, at the appropriate time.
- (i) Taking decisions without properly examining the conditions of contract.

Default by Contractor

3. (a) Not completing the work at the time agreed.
- (b) Not completing the work in spite of repeated warnings thereby necessitating cancellation of contract and completion of balance of work through another agency.
- (c) Executing work to inferior specification.

Unreasonable Attitude adopted by Contractors

4. (a) Preferring frivolous claims.
(b) Not attending to rectification of defects.
(c) Not co-operating at the time of recording of measurements or in signing deviation orders and later complaining about delay in preparation of final bills.
 5. Disputes as a result of Technical Examination of final Bill due to the causes mentioned above.
-

APPENDIX VII

Analysis of the action taken by Government on the recommendations contained in the Twenty-Fifth Report of the Estimates Committee (Second Lok Sabha)

| | |
|---|-------|
| 1. Total Number of recommendations made | 90 |
| 2. Recommendations accepted fully by Government (<i>Vide</i> recommendations Nos. 1-8, 12-15, 18-20, 24-26, 28-33, 39, 41, 51, 52, 57, 58, 60, 61, 63, 66, 68, 72, 74, 76, 80, 84, 85, 88 and 90 in Chapter II) | |
| Number | 43 |
| Percentage to total | 47·8% |
| 3. Recommendations accepted partly (<i>Vide</i> recommendations Nos. 22, 27, 43, 45, 78, 79 and 82 in Chapter III) | |
| Number | 7 |
| Percentage to total | 7·8% |
| 4. Recommendations not accepted by Government but replies of which have been accepted by the Committee (<i>Vide</i> Recommendations Nos. 9-11, 16, 17, 21, 34-38, 40, 42, 44, 46, 47, 49, 54-56, 59, 62, 64, 65, 67, 69, 71, 73, 77, 81, 83, 86, 87 and 89 in Chapter III) | |
| Number | 34 |
| Percentage to total | 37·8% |
| 5. Recommendations in respect of which replies of Government have not been accepted by the Committee (<i>Vide</i> Recommendations Nos. 53 and 75 in Chapter IV). | |
| Number | 2 |
| Percentage to total | 2·2% |
| 6. Recommendations in respect of which final replies of Government have not been received (<i>Vide</i> Recommendations Nos. 23, 48, 50 and 70 in Chapter V). | |
| Number | 4 |
| Percentage to total | 4·4% |

26. **A. H. Wheeler & Company, Private Limited, 15, Elgin Road, Allahabad.**
27. **Law Book Company, Sardar Patel Marg, Allahabad.**
28. **Goel Traders, 100-C, New Mandi, Muzaffarnagar.**
29. **B. S. Jain & Company, 71, Abupura, Muzaffarnagar.**

WEST BENGAL

30. **M. C. Sarkar & Sons (Private) Limited, 14, Bankim Chatterjee Street, Calcutta-12.**
31. **W. Newman & Company Limited 3, Old Court House Street, Calcutta.**
32. **Thacker Spink & Company (1933) Private Ltd., 3, Esplanade East, Calcutta-1.**
33. **Firma K. L. Mukhopadhyay, 6/IA, Banchharam Akrur Lane, Calcutta-12.**

DELHI

34. **Jain Book Agency, Connaught Place, New Delhi.**
35. **M/s Sat Narain & Sons, 3141, Mohd. Ali Bazar, Mori Gate, Delhi.**
36. **Atma Ram & Sons, Kashmere Gate, Delhi-6.**
37. **J. M. Jaina & Brothers, Mori Gate, Delhi-6.**
38. **The Central News Agency, 23/90, Connaught Circus, New Delhi.**
39. **The English Book Shop, 7-L, Connaught Circus, New Delhi.**

40. **Rama Krishna & Sons, 16-B, Connaught Place, New Delhi.**
41. **Lakshmi Book Stores, 42, M. M. Janpath, New Delhi.**
42. **Kitab Mahal (W.D.) Private Ltd., 28, Faiz Bazar, Delhi.**
43. **Bahri Brothers, 188, Lajpat Rai Market, Delhi-6.**
44. **Jayana Book Depot, Chapparwala Kuan, Karol Bagh, New Delhi.**
45. **Oxford Book & Stationery Company, Scindia House, Connaught Place, New Delhi-1.**
46. **People's Publishing House, Rani Jhansi Road, New Delhi-1.**
47. **Mehra Brothers, 50-G, Kalkaji, New Delhi-19.**

48. **Dhanwantra Medical & Law Book House, 1522, Lajpat Rai Market, Delhi-6.**
49. **The United Book Agency, 48, Amrit Kaur Market, Paharganj, New Delhi.**

50. **Hind Book House, 82 Jan Path, New Delhi.**

51. **Bookwell, 4, Sant Narankari Colony, Kingsway Camp, Delhi-9.**

MANIPUR

52. **Shri N. Chaoba Singh, Newspaper Agent, Ramalal Paul High School, Annexe, Imphal, Manipur.**

AGENTS IN FOREIGN COUNTRIES U. K.

53. **The Secretary, Establishment Department, The High Commission of India, India House, Aldwych, LONDON, W.C.-2.**



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