ESTIMATES COMMITTEE (1962-63)

THIRD REPORT

(THIRD LOK SABHA)

MINISTRY OF TRANSPORT AND COMMUNICATIONS

(Departments of Communications and Civil Aviation)

Action taken by Government on the recommendations contained in the Hundred and Fourteenth Report of the Estimates Committee (Second Lok Sabha)

OVERSEAS COMMUNICATIONS SERVICE



LOK SABHA SECRETARIAT NEW DELHI-1

September, 1962/Bhadra, 1884 (Saka)
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11	Bombay—1	22		UTTAR PRADESH	
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12	Charles Lambert and Company, 101, Mahatma Gandhi Road Opp. Clock Tower, Fort, Bombay	30	26	(U.P.) A.H. Wheeler & Company, Private Limited, 15, Elgin Road, Allahabad	31

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CORRIGENDA

Third Report of the Estimates Committee (1962-63) on Action taken by Government on the recommendations contained in the 114th Report (Second Lok Sabha) on Overseas Communications Service.

- Page (iii), Introduction, Para 2, Line 7, for 'were' read 'was'.
- Page 1, para 2, line 7, add ',' between 'cables' and 'extension'.
- Page 13, Col. 4, lines 17-18, for 'inegration' read 'integration'.
- Page 14, last line, <u>for</u> 'Bhadra 3' <u>read</u> 'Bhadra 13'.
- Page 15, Item IV, line 3, for 'recommendation in the Chapter' read 'recommendation 18 in Chapter'.

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ESTIMATES COMMITTEE

(1962-63)

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Member.

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^{*}Elected w. e. f. 18th August, 1962 vice Shri Shivram Rango Rane resigned.

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- 29. Shri K. K. Warior
- 30. Shri Balkrishna Wasnik

SECRETARIAT

Shri Avtar Singh Rikhy—Deputy Secretary.

INTRODUCTION

- I, the Chairman of the Estimates Committee, having been authorised by the Committee present this Third Report on action taken by Government on the recommendations contained in the Hundred and Fourteenth Report (Second Lok Sabha) on the Ministry of Transport and Communications (Departments of Communications and Civil Aviation)—Overseas Communications Service.
- 2. The Hundred and Fourteenth Report of the Estimates Committee was presented to Lok Sabha on the 29th March, 1961. Government furnished their comments on the recommendations contained in the Report on the 12th and 23rd October, 1961. These were considered by Study Group 'E' of the Estimates Committee (1961-62) on the 5th December, 1961. The draft Report on action taken on the recommendations were adopted by the Committee on the 3rd September, 1962.
- 3. The Report has been divided into the following four Chapters:—
 - I. Report.
 - II. Recommendations that have been accepted by Government.
 - III. Reply of Government that has been accepted by the Committee.
 - IV. Reply of Government that has not been finally accepted by the Committee.
- 4. An analysis of the action taken by Government on the recommendations contained in the Hundred and Fourteenth Report (Second Lok Sabha) of the Estimates Committee is given in Appendix. It would be observed therefrom that out of a total of 18 recommendations made in the Report, 16 recommendations i.e. about 89% have been fully accepted by Government, while the reply of Government to one recommendation i.e. 5.5% has been accepted by the Committee. Reply of Government in respect of one recommendation i.e. 5.5% has not been finally accepted by the Committee.

H. C. DASAPPA.

Chairman, Estimates Committee.

New Delmi-1;

September 4, 1962/Bhadra 13, 1884 (Saka)

CHAPTER I

REPORT

The Estimates Committee in para 54 of their 114th Report on the Ministry of Transport and Communications (Departments of Communications and Civil Aviation)—Overseas Communications Service, recommended that the question of integrating the Overseas Communications Service with the P.&.T. Department might be considered when the P.&T. Board was sufficiently stabilised and was in a position to take up additional responsibilities. In their reply, Government have reiterated the views which they had earlier put forth in this regard before the Committee and have held that the external telecommunications and the internal communications within the country should continue to be administered by two independent Departments.

2. While the Committee did not envisage an immediate integration of the two Departments, they suggested that the question might be kept open for reconsideration at an appropriate time. As the advantages of integration are not inconsiderable, the Committee suggest that instead of closing the door against it, Government may review the position after the modernisation schemes of internal communication services such as the laying of coaxial cables extension of telex facilities, mechanisation of Central Telegraph Offices etc., which are bound to have significant overall effect on the performance of the external communication services, have made sufficient progress.

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CHAPTER II

Recommendations that have been accepted by Government

The Board was constituted at the time of nationa-Overseas Communications Service Board of lizing the Overseas Communications Service in of continuity in administration. The process of have been introduced fully. The Overseas Communica-The question of continuity and functions of the Management which was already under review 1947, with a view to maintaining a certain amount departmentalisation of the staff which commenced thereafter has since been completed and tions Service has thus been stabilised. Government rules and procedures Reply of the Government has now been finalised. Overseas The Committee suggest that the tenure of membership of non-official members of the Overseas Communications Service Board of Man-The Committee recommend that the functions Communications Service Board of Management was intended mainly to be an advisory body, it does not appear to be necessary to entrust it with detailed administrative powers nor may it be necessary for it to meet as frequently as once a month when the work transacted does not take more than 30 minutes. Summary of Recommendation/conclusion agement may be fixed at an early date. The Committee feel that since the Reference of Report graph No. to paraa (as in Appendix V Serial No. Report) to the 114th

and powers of the Board may be redefined in such a way that it is enabled to fulfil effectively

appeared, therefore no need for associating Board with the functioning of the Overseas Communications Service any longer. The Overseas Communications Service Board of Management has consequently been dissolved with effect from 1st June, 1961. General stated to be under consideration for the role envisaged for it, as an advisory body. They also recommend that the question of dalegating further powers to the Director

financial and administrative powers of a Head of cations Service has since been vested with full Min. of Transport and Communications (Deptt. of Communications and Civil Aviation) O.M. No. 2. The Director General, Overseas Communi-Department under Government. 20-OC(1)/61, dated 12-10-61. ings of the Overseas Communications Service amine the question of frequency of the meetmodified in the light of experience and the proposed delegation of enhanced powers to the as long as a year may be decided without fur-Board of Management and see if the standing instructions issued in this behalf need to be The Committee would urge the Ministry to ex-Director General

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The position in regard to filling vacancies in these Mechanics Class II: -The Director General, Emgrades, is indicated below :-

As the position regarding making up of defi-ciencies in the grades of Technical Assistant

and Mechanics (Class II) has not appreciably mittee recommend that the Department should

improved during the last four years, the Com-

examine the matter in detail quickly and take

necessary action to ensure that the shortages

in these technical categories are met.

ployment & Training has agreed to make a determined effort at finding suitable candidates for filling the existing vacancies expeditiously; Assistants-Recruitment to the grade is made by appointment of candidates nominated by the Union Public Service Commission. Service anyone Union Public nominate ailing that the posts will be advertised not as the could Commission However, Technical

	4		
Reply of Government	for appointment as Technical Assistant in the Overseas Communications Service on the results of the Combined Engineering (Electronics) Examination held in 1960, they have agreed to select suitable candidates by interview. The interviews, which have already been arranged, are nearing completion and it is hoped that vacancies in the grade will be filled shortly.	Min. of Transport and Communications (Deptis. of Communications and Civil Aviation) O.M. No. 20-O.C.(1)61, dated 12-10-61.	The need for developing the existing Development Section at Dighi and to establish a new Training Centre at the same place has been recognised by Government. Action is being taken to secure financial and technical assistance from the United Nations Special Fund, to the extent considered necessary for setting up a Development-cum-Training Centre. "In. of Transport and Communications—(Deptis. of Communications and Civil Aviation) O.M. No. 20-OC.(1)61, dated 12-10-61.
Summary of Recommendation/conclusion			The proposal of the Overseas Communications Service to develop the Dvelopment Section at Dighi deserves sympathetic consideration.

9

Reference to Paragraph No. of Report

Serial No. (as in Appendix V) to the 114th Report

The Committee would urge the Organisation to keep a close watch on its working expenses so as to make sure that the service charges etc. do not disproportionately increase.	
The Committo keep a close as to make s not disprope	
61	

expenses on the Overseas Communications Serand modernisation plans of the effort will be made to ensure that the working vice are kept to the minimum, consistent with the The recommendation has been noted. development Organisation õ 0

Ministry of Transport and Communications (Deptts. of Communications and Civil Aviation) O.M. No.

20-OC.(I)/ 61, dated 12-10-61.]

accounting is proposed to be introduced by the Ministry of The second phase of rationalisation in

sultation with the Ministry of Finance.

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in con-

The Committee recommend that the question The recommendation has been examined,

of appropriate classification of the revenue may be examined by the Ministry in consulta-

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and capital expenditure on the Organisation

ptroller and Auditor General and early decition with the Ministry of Finance and the Com-

that the re-classification of receipts and expenditure of the Overseas Communications Service may be introduced along with the other changes the Ministry of Finance have in Finance with effect from 1-4-1962, when several changes in the major and minor heads of account are expected. It has, therefore, been decided Ministry of Transport and Communications (Deptis. changes the Ministry

of Communications and Civil Aviation) O.M. No 20-OC(I)/61, dated 12-10-61.]

Serial No. Reference (as in Ap- to parapendix V graph to the No. of 114th Report Report)	Reference to para- graph No. of Report	Summary of Recommendation/conclusion	Reply of the Government
9	22	The Committee are surprised that an amount of Rs. 1,81,000 which represented the expenditure that was being borne by the old Indian Radio and Cable Communications Co. on behalf of the management continues to be shown in the Profit and Loss Accounts of the Overseas Communications Service without any rational basis for more than fourteen years since the service became part of Government. They trust that it would be set right speedily.	Government have accepted this recommendation and have decided that from the fiscal year 1961-62 onwards, charges in respect of expenditure incurred in different Ministries in connection with the administration of the Overseas Communications Service should not be included in its Profit and Loss Account. [Ministry of Transport and Communications (Deptis. of Communications and Civil Aviation) O.M. No. 20-OC(I)/61, dated 12-10-61.]
10	29	The Committee are concerned to note that under the Wayleave Scheme our country is called upon to pay money ten times the estimate of what, according to the Department's own calculation, is rightly payable. They hope that the negotiations in this regard will be speeded up to reach a satisfactory arrangement.	Government are taking necessary steps to ensure that the negotiations are speeded up to reach an arrangement satisfactory to the Overseas Communications Service. [Ministry of Transport and Communications (Deptts. of Communications and Civil Aviation) O.M. No. 20-OC(I)/61, dated 12-10-61.]
11	33	The Committee consider that in case the present negotiations do not expeditiously lead to an	Government have decided to make it clear to the Commonwealth Telecommunications Board that,

if no concessions on our payments are made entirely satisfactory arrangement, the question of India's continued membership of the Commonwealth Telecommunications Board

immediately, we will be compelled to give the necessary, two years' notice before the end of the financial year 1961-62, for getting out of the Commonwealth Telecommunications Board needs a careful examination in all its aspects.

Communications and Civil Aviation) O.M.

No. 20-OC(i)/61 dated 12-10-61]

[Min. of Transport and Communications (Deptts.

The recommendation has been noted. Posts & The Committee hope that with the provision of the internal telex services by the Posts & Telefacturing of teleprinter machines, the Overgraphs Department as also indigenous manuseas Communications Service would be in a position to expand its international telex ser-

33

Telegraphs Department expect to provide in-ternal te'ex at Bombay, Calcutta, New Delhi and Madras, by 1962, and the Overseas Communications Service is in close liaison with clex services on the lines proposed, about that them and is planning to expand the international

[Min. of Transport and Communications (Deptis. of Communications and Civil Aviation) O.M. No. 20-OC(1)/61, dated 12-10-61.] communications Board. phasised by the Overseas Communications attract more transit traffic because of her memwealth Telecommunications Board with a view to arriving at a more satisfactory arrangebership of the Wayleave Scheme may be em-The Committee suggest that India's inability to Service in its discussions with the Commonvices on the lines proposed

4

press this argument, at the appropriate stage, in the discussions with the Commonwealth Tele-Government accept this recommendation and will [Min. Of Transport and Communications (Deptts. of Communications and Civil Aviation) O.M. No. 20—OC(1)/61, dated 12-10-61.]

	Reference	S
	to Para-	
	graph	
	No. of	
	Report	
Report	N	

Reply of the Government.

used by the Overseas Communications Service The Committee suggest that the question of Interference on some of the frequencies normally is the source of some difficulty. Such interference, however, is not peculiar to the Overseas Communications Service, but affects the other Indian services and wireless services of other countries, as well. The International Teleincluding India, are engaged in finding ways communication Union and the affected countries. shortage of clear frequencies allotted to India ternational Telecommunication Union with a view to securing, through mutual agreement, may be taken up by the Ministry with the In-The Overseas Communications Service on its part should also ensure that full use is made of a larger number of frequencies for her use. the frequencies available to it now and in ummary of Recommendation/conclusion

Min. of Transport and Communications Deptts of Communications and Civil Aviation O.M. No. In the interest of speedy disposal of telegraph The question of Overseas Communications Service taking over the work of booking and delivery of foreign telegrams from the Posts & Telegraphs Department in the four principal cities of Bombay Calcutta, Delhi and Madras, has been taken up 20-OC(I)/61, dated 12-10-61. cations Service to make its own booking and traffic, the Committee would urge that the question of allowing the Overseas Communidelivery arrangements in the bigger cities,

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and means of getting better order in the utilisation of frequencies and thereby reducing the congestion caused by mutual interference in the

high frequency bands.

	•	the two Departmen
should be taken up with the Posts & Tele-	graphs Department at an early date so that a	satisfactory arrangement is evolved.

nts, in case of transfer of the work to the Overseas Communications Service nd Telegraphs Department. stments to be made between are receiving attention.

Min. of Transport and Communications (Deptts. of Communications and Civil Aviation) O.M. No. 20-OC(I)/61, dated 12-10-61.]

meetings every three months with their counter-parts in the Posts & Telegraphs Department at those places. It has also been decided that It has been decided that the heads of the Overseas Communications Service Centres at New Delhi, Calcutta, Bombay and Madras should hold regular tions Service and the Director General, Posts the Director General Overseas Communica-

be a

and Telegraphs should also hold regular meetings The Committee hope that this step would lead mutual appreciation of each other's difficulties. to a smoother flow of traffic from either end. graph Department so that there could

In their report on Telecommunications, the Committee have stressed the need for regular meet-

ings between the officers of the Overseas Com-

munications Service and the Posts & Tele-

Min. of Transport and Communications, Deptis. of Communications & Civil Aviation, O.M. No. 20-OC(1)/61, dt. 12-10-61].

at about the same intervals for discussion on

matters of mutual interest and to ensure smooth

flow of traffic between the two wings.

The system of accounting of foreign telegraph traffic between the Overseas Communications Service and the Posts & Telegraphs Deptt. was reviewed Posts & Telegraphs, and in November, 1960 in consultation with the Accountant General a revised procedure was laid down, which has Since both the Posts & Telegraphs Department

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under the charge of the same Department of and the Overseas Communications Service are the Ministry, the Committee feel that the statements prepared by one of its limbs could be accepted by the other without elaborate

Reference to Paragraph No.

> the 114th Report)

Sl. No. As in Appendix V to Report

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CHAPTER III

Reply of Govt. that has been accepted by the Committee

Central Public Works Department. Steps are, however, being taken to eliminate avoidable delays sultation with the Ministry of Works, Housing & Supply who are not inclined to add to the already heavy load of the Posts & Telegraphs Wing of the in the execution of construction work for the Since a separate wing of the Central Public Works The recommendation has been examined in Overseas Communications Service. Reply of the Government Telegraphs Department, the Committee suggest that the execution of construction work for the Overseas Communications Service might also be entrusted to it. They hope that this would accelerate the pace of work in the Third Department has been set up for the Posts Summary of Recommendation/conclusion Sl. No. (As Reference to in Appendix Paragraph V to the 114th No. of Report) Report 13 V to the 114th

[Ministry of Transport and Communications (Deptts. of Communications & Civil Aviation) O.M. No. 20-OC(1)/61, dt. 12-10-61]

Reply of Government that has not been finally accepted by the Committee CHAPTER IV

S. No. (As in Ref. to para-Appendix V graph No. to the 114th of Report	Ref. to para graph No. of Report	Summary of Recommendation/ Reply of the Government conclusion	Reply of the Government	Comments of the Committee
I	2	3	4	5
81	42	While the Committee do not suggest that integration of the Overseas Communication Service with the Posts & Telegraphs Department is necessary or desirable immediately when the Posts & Telegraphs Board is still in its incipient stage, they are of the view that it would be desirable to consider this when the Posts & Telegraphs Board is sufficiently stabilised and will be in a position to take up additional responsibilities.	The Posts & Telegraphs Board Please see Chapter I. has been functioning, with enhanced administrative and financial powers, with effect from the 14th December, 1959, and is deemed sufficiently stabilised in its. functions by now. Government, therefore, feel that this recommendation of the Committee can appropriately be considered at this stage. 2. The question of integration of the external telecommunications of India (Overseas	Please see Chapter I.

obtaining in the two organiza-tions, Government consider in the best interests of the mendation of the Committee in erences in the techniques of Communications Service) with the Posts & Telegraphs Department had been examined on more than one occasion On each such occasion, Government decided, examination that it would not be desirable two organisations to integrate them. In view of the recomvernment have re-examined question, giving due duced in favour of inegraoperation and specialization that the balance of advantage consideration to the factors adother countries as also the difpara 54 of their Report, Gotion, the practice followed i ies in favour of status quo. after careful before. this

3. The Government, are, therefore, of the view that the external telecommunications and the internal communications in India should continue to be administered by two

		H. C. DASAPPA, Chairman,
independent Departments, under the unified control of the Ministry of Transport and Communications (Departments of Communications and Civil Aviation).	[Ministry of Transport and Communications—Department of Communications and Civil Aviation—O.M. No. 20-OC (1)61, dt. 12-10-61].	
		B DBLHt—1; September 4, 1062/Bhadra 3, 1884 (Saka)

n. C. Dasarra, Chairman, Estimates Committee.

APPENDIX

Analysis of the action taken by Government on the recommendations contained in the Hundred and Fourteenth Report of the Estimates Committee (Second Lok Sabha)

I.	Total number of recommendations	18
II.	Recommendations accepted fully by Government (vide recommendations I-4 and 6-17 in Chapter II)	
	Number	16
	Percentage to total	89 (approx.)
III	Recommendation not accepted by Government but reply in respect of which has been accepted by the Committee (vide recommendation 5 in Chapter III)	Vale
	Number	I
	Percentage to total	5.5
IV.	Recommendation in respect of which the reply of Government has not been finally accepted by the Committee (vide recommendation in the Chapter IV)	
	Number	I
	Percentage to total	5.5

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29	B.S. Jain & Company, 71, Ahupura, Muzaffarnagar	90	43	Bahri Brothers, 188, Lajpat Rai Market, Delhi—6.	27
	WEST BENGAL		44	Jayana Book Depot, Chapparwa- la Kuan, Karol Bagh, New Delhi	66
30	 M.C. Sarkar & Sons (Private) Limited, 14, Bankim Chatter-jee Street, Calcutta—12. W. Newman & Company Limi- 	42	45	Oxford Book & Stationery Company, Scindia House, Connaught Place, New	68
32	ted, 3, Old Court House Street Calcutta	t , 44	46	Delhi—I. People's Publishing House, Rani Jhansi Road, New Delhi	_
_	(1933) Private Ltd., 3, Esplanade East, Calcutta—1.	45	47		76 85
33	Firma K.L. Mukhopadhyay, 6/1A, Banchharam Akrur Lane, Calcutta—12		48		87
34	DELHI Jain Book Agency, Connaught		49	The United Book Agency, 48, Amrit Kaur Market, Pahar- gani, New Delhi	88
35	Place, New Delhi M/s. Sat Narain & Sons, 3141,		50		95
	Mohd Ali Bazar, Mori Gate Delhi	3	51	Colony, Kingsway Camp,	
36	Atma Ram & Sons, Kashmere Gate, Delhi—6	9		Delhi—9	91
37	J.M. Jaina & Brothers, Mor Gate, Delhi	i . 11	52	Shri N. Chaoba Singh, News-	
38	The Central News Agency, 23 90, Connaught Circus, New Delhi			paper Agent, Ramlal Paul High School, Annexe, Im- phal, Manipur	7
39	The English Book Stall, 7-L Connaught Circus, New Delhi	, v 20		AGENTS IN FOREIGN COUNTRIES	
40	Rama Krishna & Sons, 16-E Connaught Place, New Delhi	3,	53	The Secretary, Establishment Department, The High Com- mission of India, India House, Aldwych, LONDON W.C. 2.	9



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