

**COMMITTEE ON PUBLIC  
UNDERTAKINGS  
(1982-83)**

(SEVENTH LOK SABHA)

## FIFTY-NINTH REPORT

**Action taken by Government on the recommendations contained in the Forty-eighth Report of the Committee on Public Undertakings (Seventh Lok Sabha)**

ON

**INDIA TOURISM DEVELOPMENT  
CORPORATION LTD.**

(MINISTRY OF TOURISM AND CIVIL AVIATION)

**Presented to Lok Sabha on.**

**Laid in Rajya Sabha on .....**



**LOK SABHA SECRETARIAT**  
**NEW DELHI**

February, 1983/Phalgun, 1904 (Saka)

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(SEVENTH LOK SABHA)

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**(1982-83)**

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ON PUBLIC UNDERTAKINGS (1982-83)**

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## INTRODUCTION

I, the Chairman, Committee on Public Undertakings having been authorised by the Committee to submit the Report on their behalf, present this 59th Report on Action Taken by Government on the recommendations contained in the 48th Report of the Committee on Public Undertakings (Seventh Lok Sabha) on India Tourism Development Corporation Ltd.

2. The 48th Report of the Committee on Public Undertakings was presented to Lok Sabha on 30 April, 1982. Replies of Government to all the recommendations contained in the Report were received on 30 November, 1982. Further information called for from the Ministry in respect of 3 recommendations was received on 10 January, 1983. The replies of Government were considered by the Action Taken Sub-Committee of the Committee on Public Undertakings on 17 February, 1983. The Report was finally adopted by the Committee on Public Undertakings on 23 February, 1983.

3. An analysis of the action taken by Government on the recommendations contained in the 48th Report (1981-82) of the Committee is given in Appendix.

NEW DELHI;

MADHUSUDAN VAIRALE

February 26, 1983

Chairman,

Phalgun, 7, 1904 (Saka)

Committee on Public Undertakings.

## CHAPTER I

### REPORT

The Report of the Committee deals with the action taken by Government on the recommendations contained in the Forty-eighth Report (Seventh Lok Sabha) of the Committee on Public Undertakings on India Tourism Development Corporation Ltd. which was presented to Lok Sabha on 30 April, 1962.

2. Action Taken notes have been received from Government in respect of all the 23 recommendations contained in the Report. These have been categorised as follows:—

- (i) Recommendations/observations that have been accepted by Government:

S. Nos. 1 to 4, 7 to 12, 14, 15, 19, 20 and 23.

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

S. No. 13.

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

S. Nos. 6, 16—18, 21 and 22.

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

S. No. 5.

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

#### *A. Laying down of precise Objectives and Obligations*

##### **Recommendation Serial No. 1 (Para 1, Part II)**

3. The Committee expressed the view that the ITDC should be strengthened as an apex body for the development of tourist infrastructure and promotion of tourism in the country and that the Department of Tourism should perform regulatory functions. They also desired that the objectives and obligations of the company should be clearly spelt out in the light of this without delay.



4. The Government in their reply have agreed that "ITDC has to operate as a commercial organisation, by and large and should be strengthened as an apex body for the development of tourist infrastructure and promotion of tourism in the country and that the Department of Tourism should perform regulatory functions". However the Ministry have not indicated whether objectives and obligations of the Company have been spelt out as suggested by the Committee.

5. The Committee are glad that the Ministry is in agreement with them about the role of ITDC. The Committee expect that the micro objectives of the ITDC would be clearly spelt out in the light of this agreement in order that the Corporation's performance may be appraised from time to time on an informed basis. The objectives laid down in general terms in the Memorandum and Articles of Association are not enough for this purpose. The Committee, therefore, desire that the financial and economic objectives should be clearly spelt out in consultation with the B.P.E. and the Ministry of Finance early.

#### *B. Reliable norms for expenses*

##### **Recommendation Serial No. 5 (Para 5, Part II)**

6. The Committee noted that a task force had been constituted in June 1981 to go into the matter of over-staffing and on the basis of its tentative recommendations it had been decided to have study of all units by the Staff Inspection Unit of the Ministry of Finance. They also noted that the ITDC was working on evolving norms for expenses. The Committee had desired that the studies should be expedited and effective cost control introduced on the basis of reliable norms.

7. Government have, in their reply, stated that the observations of the Committee have been conveyed to ITDC for necessary action.

8. The Committee hope that the study of the various units of I.T.D.C. by the Staff Inspection Unit of the Ministry of Finance would be completed soon and reliable norms for expenses evolved by I.T.D.C. to have effective cost control.

#### *C. Relating Tariff to quality of service*

##### **Recommendation Serial No. 6 (Para 6, Part II)**

9. The Committee pointed out that one of the reasons for the losses of hotels of I.T.D.C. was stated to be low tariff. The Committee recommended *inter-alia* that the tariff of hotels should be

related not to cost but to the nature of the facility and the quality of service. The low tariff of a hotel would far from attracting foreign tourists make them shy away from it as often tariff is regarded as an index of quality. The Committee recommended that in any case the tariff of the I.T.D.C. should be brought on par with the comparable hotels in the private sector.

10. In their reply the Government have stated that the nature of facility and the quality of service provided by hotels was reflected in their operational costs. The room tariff of both the Public and Private Sector Hotels were approved by the Department of Tourism on the basis of the revised formula recommended by a Study Group appointed in 1978. It was open to all hoteliers including ITDC to seek approval for room tariffs of their hotels in accordance with the revised formula. In the interest of promotion and development of tourism the Department of Tourism welcomes the efforts on the part of both private and public sector hoteliers to hold the price line in hotel industry.

11. The Committee wish to reiterate that since tariff is often regarded as an index of quality, it should be related to the nature of facility and the quality of service provided and not merely to cost. The tariff of at least 5-star hotels of I.T.D.C. should therefore, be on par with the comparable hotels in the private sector.

#### *D. Merger of H.C.I.*

#### **Recommendation Serial No. 8 (Para 8, Part II)**

12. The Committee suggested that the travel agency of Balmer Lawrie and the Hotel Corporation of India (Subsidiary of Air India) should be merged with the ITDC to avoid unnecessary competition within the public sector.

13. The Government have stated in their reply that M/s. Ashok Travels & Tours, Travel Agency of India Tourism Development Corporation had been in operation for a short period and the project was still in experimental stages. The question whether the scope of the travel agency of ITDC may be expanded would be examined after some time and if it was decided to enlarge the scope of the Ashok Travels & Tours, the suggestion of the Committee would be considered in so far as the question of merging the travel agency of M/s. Balmer Lawrie and Co. was concerned. It has been added that the travel agency of Hotel Corporation of India (a subsidiary of Air India) was no longer in operation.

14. The Committee would like to point out that besides the merger of travel agency of Balmer Lawrie, they had suggested the merger of Hotel Corporation of India with ITDC (and not its travel agency) to avoid unnecessary competition within the public sector. The Secretary of the Ministry had assured the Committee that the matter would be gone into by the Study Group which had been constituted for this purpose in pursuance of the recommendation of the Empowered Committee. They hope that an early decision would be taken in the matter after the receipt of the report of the Study Group.

*E. Depiction of working results of promotional activities*

**Recommendation Serial No. 11 (Para 11, Part II)**

15. The Committee observed that travellers' lodges and restaurants of the ITDC were incurring losses. Although these promotional ventures were taken over from the Department of Tourism on the tacit understanding that the losses would be subsidised by Government the ITDC's claims for Rs. 23.12 lakhs had been turned down. The Committee also noted that some transport services were operated on government assurance to Parliament. The Committee felt that having regard to the Ministry's view that the ITDC was a purely commercial enterprise any non-commercial activity should have been assigned to it only on a specific directive and that too on payment of suitable subsidy. If, however, it was conceded that it had a general promotional role inherent in it, the Committee suggested that the working results on promotional activities should be assessed and brought out distinctly taking care to see that overall the ITDC maintained its profitability.

16. In their reply, Government have expressed the view that "ITDC though a commercial undertaking also has a developmental role to play in the creation of necessary tourism infrastructure in the country. Thus, it is normal that the construction of Forest Lodges, Travellers Lodges or Restaurants by the Ministry of Tourism are handed over to ITDC, the only Government tourism development agency to manage these properties. The Ministry is further of the view that ITDC should manage these properties more efficiently without giving the impression that the operational results of these properties is not their primary concern."

17. The Committee agree that any project run by I.T.D.C. should be managed efficiently. However, in order to depict a true picture about the working of the Corporation, the working results of its

promotional activities should be assessed and brought out distinctly in the annual reports of the Corporation.

#### **F. Appointment of Functional Directors**

##### **Recommendations Serial Nos. 16-18 (Paras 16-18, Part II)**

18. The Committee on Public Undertakings in their 48th Report observed as follows:—

"The nature of the ITDC is such that at least in the present circumstances it is better to have a unitary structure with no divided responsibility. There are a large number of public undertakings where there are no functional directors. The apprehension that 'there is too much of concentration of decision making at the level of the CMD' in the ITDC is not justified. There is delegation of powers and if necessary, it could be reviewed. The 'Hotels' function accounts for about 80 per cent of the activity of the ITDC. The Committee strongly feel that the entrustment of the function to a director would dilute the role of the Chief Executive and make for blurred responsibility. However, a suitable Finance Director could be inducted, the Committee expect that action would be taken accordingly."

19. In their reply, Government while accepting the recommendation of the Committee not to have a Functional Director for Hotels, stated that it was proposed to have two Functional Directors for Engineering and Commercial/Marketing besides one for Finance. Asked to state the reasons for appointment of Functional Directors for Engineering and Commercial/Marketing, Government have stated *inter-alia* as follows:—

"The need for having three Functional Directors in the ITDC was discussed in great detail with the BPE where the Ministry was represented by the Secretary, DG(T) and other officials. The matter was considered in the context of the Corporation's current and prospective responsibilities. The activities of the Corporation have expanded substantially and are spread all over the country. They cover, apart from hotels, motels, tourist lodges, travels and tours, transportation, printing etc. To meet these diverse responsibilities and challenges, there is no doubt that there is an urgent need to strengthen the top management structure of the Corporation on a suitable functional basis. At the Corporate Office, apart from Functional Director (Finance), there should be a functional Director (Engineering) because a sizeable part of the budget of the

ITDC is utilised for construction and maintenance of hotels of ITDC. Besides this, there was also a need for the creation of the post of Functional Director (Commercial/Marketing) to look after the promotion of the Corporate services and marketing on a commercial basis in the highly competitive hoteliering market.”\*

20. The Committee note that their recommendation that there need be no Functional Director for Hotels has been accepted but it is proposed to have two other Directors for Engineering and Commercial/Marketing functions. While the Committee agree that the activities and responsibilities of the Corporation have expanded substantially and are spread all over the country, they feel that to meet the situation there is need to strengthen the Management at appropriate levels and not necessarily at the Board level. Many functionaries at Board level will not only weaken the desirable unitary structure of the Corporation but would also create accountability problems. The Committee, therefore, reiterate their earlier recommendation that induction of additional functional Director should be confined to 'Finance' function only.

*G. Disciplinary jurisdiction and Foreign Tours by subordinate officers.*

**Recommendations Serial Nos. 21 and 22 (Paras 21-22, Part II)**

21. While referring to the reinstatement by the Ministry of an officer suspended on valid grounds by the CMD, the Committee expressed the hope that the Ministry would refrain from intervening in disciplinary matters within the jurisdiction of the undertakings under it. The Committee also referred to the needless intervention of the Ministry in issuing instructions in February, 1981 making it obligatory for undertakings to seek prior approval of the Ministry for foreign tours of officers of even below board level, which was not in consonance with the policy guidelines issued by the BPE.

22. In their reply the Ministry have stated that the circumstances leading to the reinstatement of an officer of ITDC were explained in the Government replies furnished to COPU.

As regards foreign tours, the Government feel that “foreign tours undertaken by officials of the ITDC may be scrutinised by the Ministry in view of the need for utmost economy in expenditure keeping in view the P.M's directives.”

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\*At the time of factual verification, the Ministry stated that: “Ministry of Finance (BPE) has sanctioned two posts of Functional Directors i.e. one Functional Director (Finance) and the other Functional Director (Commercial/Marketing) *vide* their letter dated 5-1-83. The proposal for creation of the post of Director (Engineering) has been deferred by the Government.”

[Ministry of Tourism & Civil Aviation O.M. No. 1(8)-PSU(T) dated 23-2-1983]

23. The Committee are glad that the Ministry have noted (vide reply to recommendation at Sl. No. 23 reproduced in Chapter II of this Report) their general observations that 'the interest of the ITDC will undoubtedly suffer if it is treated as yet another department of the Ministry and the responsibility for the failure will then rest with the Ministry. The accountability of a public undertaking warrants a degree of autonomy—financial and administrative. There should be no departure from the guidelines issued by the BPE in this regard.' In line with these observations, the Committee wish to reiterate that the foreign tour proposals in regard to officers of the ITDC below the Board level ought not to be subject to prior approval of the Ministry as a rule unless such a practice is prevalent in all the Ministries of the Government and that there should be no interference by the Ministry in the disciplinary jurisdiction of the ITDC in future.

## **CHAPTER II**

### **RECOMMENDATIONS THAT HAVE BEEN ACCEPTED BY GOVERNMENT**

#### **Recommendation (Serial No. 1)**

The ITDC was set up in 1966. Its objectives and obligations have not as yet been clearly laid down by the administrative Ministry. Earlier, according to the Ministry the emphasis was on catering to foreign tourists leaving it to the States to provide facilities for domestic tourists. Now the thinking seems to be that equal emphasis should be given for the development of domestic tourism. The Ministry has informed the Committee that the ITDC is the commercial arm of the Tourism Department for Development of tourist infrastructure and supplementing the efforts of the Department and that the promotional role of the ITDC is confined to publicity and promotion of its own commercial facilities and services. According to the ITDC it has been the understanding so far that the developmental role in general and not merely confined to the promotion of its own facilities is inherent in its function. The ITDC has, however, been recently told by the Planning Commission in discussion that it has to operate as a commercial organisation but no confirmation has been received by it from the administrative Ministry so far and the position remains as confused as ever. The Committee are of the view that the ITDC should be strengthened as an apex body for the development of tourist infrastructure and promotion of tourism in the country and that the Department of Tourism should perform regulatory function. They desire that the objectives and obligations should be clearly spelt out in the light of this without delay.

(Para 1-Part II)

#### **Reply of the Government**

The objectives and obligations have been spelt out in the Memorandum & Articles of Association of ITDC. The role of ITDC has been defined by the Empowered Committee which was constituted by Government in 1977 to consider the recommendations|Observations of the Committee on Restructuring of ITDC. According to

the decision of the Empowered Committee, the role of ITDC is as follow:—

“ITDC represents a major public sector effort in the field of tourism; it has, therefore, to combine both commercial and developmental roles. However, in the case of developmental projects undertaken at the instance of Govt. of India, the question of providing subsidy or other form of financial assistance may have to be considered on the merits of each case”.

The Ministry of Tourism agree that ITDC has to operate as a commercial organisation, by and large, and should be strengthened as an apex body for the development of tourist infrastructure and promotion of tourism in the country and the Department of Tourism should perform regulatory functions.

[Ministry of Tourism O. M. No. 1(8)/82-PSU(T)  
dt. 21-11-82]

### **Comments of the Committee**

(Please see Paragraph 5 of Chapter I of the Report)

### **Recommendation (Serial No. 2)**

Tourism has a vast potential for earning foreign exchange. It is a pity that the plan allocation for the ITDC has been meagre so far. There has also been a failure on the part of the ITDC to fully utilise the allocation upto 1980. However, the Committee notice a new dynamism in the organisation.

In this context the Committee regret that despite its extra commitment (Rs. 18 crores) in connection with the Asian Games (1982) the Sixth plan allocation made by the Ministry is only Rs. 42 crores. It has been clarified belatedly to the ITDC that in addition to this outlay it could raise term loans and internal resources. Though this could help to some extent the Committee recommend that the plan allocation should be raised from Rs. 42 crores to Rs. 66 crores at least at the time of mid-term review of the Plan. The Committee stress this in view of the fact that a number of important schemes to open up tourist infrastructure in the country would not otherwise be accommodated during the plan period.

(Para 2-Part II)



### Reply of the Government

Due to constraint on resources, it has not so far been possible to get the plan allocation raised from Rs. 42 crores to Rs. 66 crores in respect of ITDC during the current Five Year Plan. However, ITDC has been permitted to raise loans from the following Financial Institutions:

	In crores
(i) Loan from IFCI	Rs. 1.50
(ii) Loan from IDBI*	Rs. 3.00
(iii) Loan from ICICI	Rs. 1.50
(iv) Loan from IRCI	Rs. 0.50
(v) Foreign loan from SBI	Rs. 3.20
Total:	Rs. 9.70

This raises the availability of funds to Rs.  $42 + 9.70 =$  Rs. 51.70 crores and it is hoped that further increases will come about during discussions with the Planning Commission as mentioned below:—

As regards the enhancement of Plan allocation, the Planning Commission has been approached for enhancement of the allocation from Rs. 42 crores to Rs. 75.96 crores at the time of mid-term appraisal. The Planning Commission/Finance have already been approached to release additional funds to the tune of Rs. 6.28 crores i.e. Rs. 3.20 crores for 1982-83 and Rs. 3.08 crores for 1983-84 for special renovations to meet the needs of two international Conferences viz. Non-Aligned Meet and CHOGM being held in 1983. They have already agreed to release Rs. 3.20 crores during 1982-83.

The Committee on Public Undertakings would be glad to know that for the first time, the Planning Commission have agreed, as a result of two years of pleading and persuasion, to allow ITDC to borrow from the lending institutions like IDBI, IFCI etc., and treat the loan as out side the plan, as against their earlier contention that such borrowings, if any, should form part of the Plan.

[Ministry of Tourism O. M. No. 1(8)/82-PSU(T)  
dt. 25-11-82]

\*At the time of factual verification, the Ministry stated that: "The amount of Rs. 3 crores shown as loan from Industrial Development Bank of India (IDBI) includes Rs. 0.50 crores taken from LIC of India."

[Ministry of Tourism & Civil Aviation O.M. No. 1(8)/82-PSU(T) dated 23-2-1983]

### Recommendation (Serial No. 3)

In the past a number of plan projects have not been conceived and implemented properly. This has been dealt with in the C&AG's Report. This related to expansion of Hotel Ashok, Bangalore and Aurangabad Hotel and construction of Airport Hotel, Calcutta and Kovalam Beach Resort. In regard to the Hotels at Bangalore and Calcutta the Planning Commission had to clear the projects though the projects were not found feasible as the management presented them with the *Fait accompli*. According to the present CMD the expansion of the Bangalore hotel could have been staggered and the demand projections in respect of the Calcutta hotel could have been checked independently. According to him the expansion of the Aurangabad hotel was not justified and the time taken in completing the Kovalam Beach Resort was far too long. These typify the way the management functioned at that time. It is no wonder that all these hotels are losing. The Committee trust that learning a lesson from the past, the ITDC would take care to assess the demand properly, compute the costs and benefits reliably and avoid cost and time overrun in future.

(Para 3-Part II)

### Reply of the Government

The above observations of COPU have been conveyed to the ITDC for their future guidance and necessary action.

[Ministry of Tourism O. M. No. 1(8) | 82-PSU(T)  
dt. 25-11-82]

### Recommendation (Serial No. 4)

The ITDC has 21 hotels of its own. Of these none except Ashok, Akbar and Janpath hotels of Delhi has shown profit successively during the last 8 years 1973—81. In 1980-81, 14 hotels incurred losses though there was aggregate profit of Rs 161 lakhs for the hotels of the ITDC as a whole. The Committee are glad that promptly after a visit of their Study Group to one of the losing hotels the CMD had constituted in January 1981 a Study Team to go into loss making hotels. The measures suggested by the Study Team are being implemented through Cost Reduction Committees. The Study Team is expected to cover all the units within the next six months. The Committee expect that this exercise would result in significant improvement in the profitability of the hotels division of the ITDC.

(Para 4-Part II)

### **Reply of the Government**

The above observations of COPU have been conveyed to the ITDC for future guidance and compliance and the Ministry will be monitoring the performance of the hotels, whose working has been studied by the Study Team.

[Ministry of Tourism O.M. No. 1(8)|82-PSU(T) dt. 25-11-'82]

### **Recommendation (Serial No. 7)**

The occupancy in a number of hotels is either low or is declining. The share of ITDC in foreign guest nights is not commensurate with the share of the ITDC in total hotel accommodation in the country. To arrest this trend the ITDC has set up its own travel agency in October 1981 and realising the serious missing link in its chain it is working out a joint venture with the IAAI to put up a hotel at Sahar terminal Bombay raising institutional finance. The Committee commend these efforts of the ITDC and urge Government to see that there is no financial constraint in this regard and such arrangements as are necessary abroad for the ITDC are allowed to be made early.

(Para 7—Part II)

### **Reply of the Government**

As regards the constraints on resources of ITDC, the Planning Commission has been approached for enhancement of the allocation from Rs. 42 crores to Rs. 75.96 crores at the time of mid-term appraisal.

In the meantime, ITDC have been permitted to raise loans to the tune of Rs. 9.70 crores during 1982-83 from various financial institutions.

The ITDC have also been allowed to appoint agents overseas to promote the ITDC properties.\*

[Ministry of Tourism O. M. No. 1(8)|82-PSU(T)  
dt. 25-11-'82]

### **Recommendation (Serial No. 8)**

The Committee suggest that the travel agency of Balmer Lawrie and the Hotel Corporation (subsidiary of Air India) should be merged with the ITDC to avoid unnecessary competition within the public sector.

(Para 8—Part II)

\*At the time of factual verification, the Ministry stated that: "ITDC has been allowed to appoint agents on commission basis in London, Paris, New York, Tokyo and Dubai on experimental basis for one year and this is subject to review after one year."

[Ministry of Tourism & Civil Aviation O.M. No. 1(8)|82-PSU(T) dt. 23-2-1983]

### **Reply of the Government**

M/s. Ashok Travels & Tours, Travel Agency of India Tourism Development Corporation (ITDC) has been in operation for a short period and the project is still in experimental stages. The question whether the scope of the travel agency of ITDC may be expanded will be examined after some time and if it is decided to enlarge the scope of the Ashok Travels & Tours, the suggestion of COPU will be considered in so far as the question of merging the travel agency of M/s. Balmer Lawrie and Co. is concerned. The travel agency of Hotel Corporation of India (a subsidiary of Air-India) is no longer in operation.

[Ministry of Tourism O.M. No. 1(8)|82-PSU(T)  
dt. 25-11-82]

### **Comments of the Committee**

(Please see Paragraph 14 of Chapter I of the Report)

### **Recommendation (Serial No. 9)**

The Committee further recommend that it should be made obligatory for all the Government, Departments, public undertakings and other autonomous bodies to avail of the facilities of the ITDC for stay, entertainment etc. to the extent these are available.

(Para 9—Part II)

### **Reply of the Government**

The Bureau of Public Enterprises under the Ministry of Finance have issued instructions to all Government Departments/Public Undertakings and other autonomous bodies to avail of the facilities of the ITDC for stay and entertainment, etc. to the extent these are available in ITDC hotels.\*

[Ministry of Tourism O.M. No. 1(8)|82-PSU(T) dt. 25-11-82]

### **Recommendation (Serial No. 10)**

The ITDC took over the management of two private hotels at Agra and Ahmedabad in 1979. The owners of the Hotel Karnavati, Ahmedabad having not cooperated with the ITDC and cleared their dues, the contract has been terminated recently. The owners of

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\*At the time of factual verification, the Ministry stated that: "The BPE issued a letter to the Administrative Ministries and the Departments of Government of India informing them that the Public Sector enterprises may avail 30 per cent discount on room rent uniformly for stay in certain hotels, Lodges maintained by ITDC (list supplied). In March 1982, BPE further wrote to the Administrative Ministries/Departments of the Government of India regarding offer of ITDC of 15 per cent or more additional discount in certain hotels during specific periods (list with periods supplied)."

[Ministry of Tourism & Civil Aviation O.M. No. 1(8)|82-PSU(T) dt. 23-2-1983]

the Mumtaz Ashok, Agra are also stated to be unwilling to invest on improvements to the hotel and not clearing their dues. On the basis of the impression of their Study Group which visited the Ahmedabad hotel, the Committee feel that it lowers the image of the ITDC to manage and run such hotels as part of its chain. The arrangement in regard to the Agra hotel should, therefore, be reviewed in this light and contract terminated if warranted.

(Para 10—Part II)

### **Reply of the Government**

The ITDC have reported that the management arrangements in respect of both Hotel Karnavati Ashok, Ahmedabad, and Mumtaz Ashok, Agra, have since been terminated.

To facilitate intensive utilisation of ITDC net-work of services, it is necessary to fill up gaps by having bases at important tourist centres. To achieve this objective, the question of entering into suitable management/marketing tie-ups with Private Sector hotels is being continuously kept in view.

[Ministry of Tourism O.M. No. 1(8) 82-PSU (T) dt. 25-11-82]

### **Recommendation (Serial No. 11)**

Travellers lodges and restaurants of the ITDC are incurring losses. Although these promotional ventures were taken over from the Department of Tourism on the tacit understanding that the losses would be subsidised by Government, the ITDC's claims for Rs. 23.12 lakhs have been turned down. The Committee also note that some transport services are operated on government assurance to Parliament. The Committee, feel that having regard to the Ministry's view that the ITDC is a purely commercial enterprise any non-commercial activity should have been assigned to it only on a specific directive and that too on payment of suitable subsidy. If, however, it is conceded that it has a general promotional role inherent in it the Committee suggest that the working results on promotional activities should be assessed and brought out distinctly taking care to see that overall the ITDC maintains its profitability.

(Para 11—Part II)

### **Reply of the Government**

It is true that some of the Ministry's projects such as three Forest Lodges at Bharatpur (18 rooms), Sasangir (24 rooms) and Kaziranga (24 rooms) and a restaurant at Kosi which were commissioned and then handed over to the ITDC, have been incurring losses. The ITDC had requested the Ministry to reimburse the losses suffered by them on account of these properties. The Ministry is of the view that ITDC as an agency operating the Ministry's

properties is entitled to management fee for their operation. The Ministry of Finance has however turned down the proposal of the Ministry to reimburse ITDC the losses suffered by it on account of their operation. The Ministry has now decided to take up this issue with the Finance Minister.

The Ministry is of the view that ITDC though a commercial undertaking also has a developmental role to play in the creation of necessary tourism infrastructure in the country. Thus it is normal that the construction of Forest Lodges, Travellers Lodges or Restaurants by the Ministry of Tourism are handed over to ITDC, the only Government tourism development agency to manage these properties. The Ministry is further of the view that ITDC should manage these properties more efficiently without giving the impression that the operational results of these properties is not their primary concern.

[Ministry of Tourism O.M. No. 1(8)82-PSU(T) dt. 23-11-82]

### **Comments of the Committee**

(Please see Paragraph 17 of Chapter I of the Report)

### **Recommendation. (Serial No. 12)**

The Transport Division of the ITDC has been faring badly. The aggregate losses during 1970—82 were Rs. 105.16 lakhs. The reasons are: low utilisation and high cost of repairs and maintenance of a largely over-aged fleet. The old vehicles are, however, now being replaced. This could have been done long back. The fleet of the ITDC consists of a mix of vehicles such as Ambassador cars, luxury cars and big and mini coaches. The utilisation of some of these vehicles is very poor in some units. As agreed to by the CMD the vehicles should be deployed in a manner that the utilisation is optimal. It is not necessary to operate all types of vehicles in each unit. Further, the recommendations of the committee set up in 1977 to examine the working of the Transport Division in regard to marketing by commission agents and appointment of competent officer for survey of the potential of package tours should be processed for suitable action early.

(Para 12—Part II)

### **Reply of the Government**

The recommendations of the Committee have been noted for action.

A number of measures have already been taken and further measures are under contemplation to reduce the losses of the Transport Division. These include better supervision and management, setting up of a modern and well equipped automobile workshop,

planned programme of preventive maintenance, replacement of obsolete vehicles, better deployment of vehicles, training of technical staff, etc.

ITDC has started its own Travel Agency (Ashok Travels & Tours) w.e.f. 1st October, 1981. There is, therefore, no need to appoint Commission Agents for marketing its tourist transport services. A number of package tours have been worked out and these are being marketed both in India and overseas to promote better utilisation of the net-work of ITDC Transport and other services.

[Ministry of Tourism O.M. No. 1(8) | 82-PSU(T) dt. 25-11-82]

#### **Recommendation (Serial No. 14)**

The duty free shops at the airports make significant contribution to the profits of the ITDC. However, there is a grievance that the IAAI charges exorbitant rent. This as well as the request of the ITDC for allotment of space for the shops in the international arrival areas of the airports deserve earnest attention. The Committee have no doubt that opening of duty free shops in the arrival areas will augment considerably foreign exchange earnings for the country.

(Para 14— Part II)

#### **Reply of the Government**

Consequent on the bifurcation of the Ministry of Tourism & Civil Aviation into two Ministries, namely Ministry of Civil Aviation and Ministry of Tourism, the question of allotment of adequate space for the Duty Free Shops at reasonable rents is being pursued with the International airports Authority of India and the Ministry of Civil Aviation.

Efforts are continuing to be made to obtain permission from the Central Board of Excise and Customs for opening shops in arrival lounges.

[Ministry of Tourism O.M. No. 1(8) | 82-PSU(T) dt. 25-11-82]

#### **Recommendation (Serial No. 15)**

The ITDC has been consistently making profits. The annual profit before tax ranged from Rs. 132.52 lakhs to Rs. 223.35 lakhs during 1976—81. Nevertheless there is good scope for improvements as indicated in this Report. The Committee do not fail to notice the various steps recently taken by the management to reduce the cost and enhance the earnings. They hope that the inventory and credit control also would receive adequate attention. Further as assured by the CMD, the finalisation of accounts and reports and placing them before the Annual General Meeting should be strictly in accordance with the spirit of the Companies Act in future.

(Para 15—Part II)

### **Reply of the Government**

The observations of COPU have been conveyed to the ITDC for guidance and necessary action.

[Ministry of Tourism O.M. No. 1(8)/82-PSU(T) dt. 25-11-82]

### **Recommendation (Serial No. 19)**

The Committee regret that the relations between the ITDC and the administrative Ministry are not as cordial as it should be. There has been erosion of the administrative autonomy of the ITDC. This has been in the areas of appointments below board level, disciplinary matters etc. The Committee desire that in future if the Ministry wants to intervene it should be really in public interest and it should be only through formal presidential directive under the Articles of Association of the company.

(Para 19—Part II)

### **Reply of the Government**

Differences in approach on some matters do exist in the Public Sector Undertakings and the administrative Ministries. However, they are resolved by mutual discussions and deliberations.

Of late, changes effected in the ITDC are expected to bring further improvement.

The issue of Presidential directive to ITDC may be considered, whenever necessary, in the larger public interest and keeping in view the general policy of the Government for effective and efficient functioning of the public sector enterprises under the administrative control of this Ministry.

[Ministry of Tourism O.M. No. 1(8)/82-PSU(T) dt. 25-11-82]

### **Recommendation (Serial No. 20)**

Although public undertakings are competent to make appointments below board level since August 1974, the Ministry had asked the ITDC in January 1981 not to create or fill up any such post without prior approval of government ostensibly because restructuring of the ITDC in respect of posts below board level was under consideration of government. The Committee are of the view that this was uncalled for and any restructuring below board level should be left to the undertaking subject to broad policy directions from government.

(Para 20—Part II)



### **Reply of the Government**

The Government was considering a proposal to appoint Functional Directors in the ITDC. It was considered that if the Functional Directors are appointed in the ITDC, some changes at senior levels have to be made. It was, therefore, decided that ITDC may be asked not to fill in or create posts which carry a maximum pay scale of Rs. 2,000/- and above without the approval of the Government. The process of appointment of Functional Directors in the ITDC is likely to be finalised soon in consultation with BPE/PESB. Meanwhile, the powers of the Management have since been restored.

[Ministry of Tourism O.M. No. 1(8)/82-PSU(T) dt. 25-11-82]

### **Recommendation (Serial No. 23)**

The Committee appreciate the initiative of the present CMD of the ITDC. The Committee wish to stress that he should be allowed to function freely within the sphere of autonomy of the undertaking and held responsible for the results. Assured of the inherent freedom of action the Committee are sure the organisation will flourish. The interest of the ITDC will undoubtedly suffer if it is treated as yet another department of the Ministry and the responsibility for the failure will then rest with the Ministry. The accountability of a public undertaking warrants a degree of autonomy—financial and administrative. There should be no departure from the guidelines issued by the BPE in this regard.

### **Reply of the Government**

The observations of COPU have been noted for guidance and compliance.

[Ministry of Tourism O.M. No. 1(8)/82-PSU(T) dt. 25-11-82]

### **CHAPTER III**

#### **RECOMMENDATIONS WHICH THE COMMITTEE DO NOT DESIRE TO PURSUE IN VIEW OF GOVERNMENT'S REPLIES**

##### **Recommendation (Serial No. 13)**

The Committee desire that the Ministry should persuade the State authorities to suitably enhance the transport tariff which seems at present low.

##### **Reply of the Government**

In view of the rising costs of travel within India, the package price of Indian tours is considered high by foreign tour operators as compared to other tourist destinations. This is one of the reasons for the drop in tourist traffic to India. If the cost of tours to India is allowed to increase further, it is feared that India may out price itself from the international tourist market. This, therefore, is not an opportune time to request the State Transport Authorities to consider raising the fares of tourist taxis/coaches as such a move would result in further increase in the cost of the tour package price and may deter tourists from coming to India.

[Ministry of Tourism O.M. No. 1(8)/82-PSU (T) dt. 25-11-82]

## **CHAPTER IV**

### **RECOMMENDATIONS IN RESPECT OF WHICH REPLIES OF GOVERNMENT HAVE NOT BEEN ACCEPTED BY THE COMMITTEE**

#### **Recommendation (Serial No. 6)**

One of the reasons for the losses of hotels is stated to be low tariff. After hearing the Ministry's representative the Committee received the impression that the basis for fixing the tariff is not sound. The Committee recommend that the tariff should be related not to cost but to the nature of the facility and the quality of service. In any case the tariff of the ITDC should be brought on par with the comparable hotels in the private sector. It should be noted that low tariff of a hotel would far from attracting foreign tourists make them shy away from it as often tariff is regarded as an index of quality.

(Para 6—Part II)

#### **Reply of the Government**

The Department of Tourism set up in 1978 a Study Group to examine hotel construction and operational costs and suggest a new formula to determine the hotel room tariff structure. The Government have approved the revised hotel room tariff formula recommended by the Study Group. The objective of the formula is to provide for operational and functional efficiency in different categories of hotels as also a reasonable fair return on capital investment.

The nature of facility and the quality of service provided by hotels is reflected in their operational costs. The room tariff of both the Public and Private Sector Hotels are approved by the Department of Tourism on the basis of the revised formula.

It is open to all hoteliers including ITDC to seek approval for room tariffs of their hotels in accordance with the revised formula. While doing so, the hoteliers keep in view all the relevant aspects like competitive position, facilities provided, quality of service, fair and reasonable return on investment etc. In the interest of promotion and development of tourism, the Department of tourism welcomes

efforts on the part of both Private and Public Sector hoteliers to hold the price line in hotel industry.

[Ministry of Tourism O.M. No. 1(8)/82-PSU(T) dt. 25-11-82]

### **Comments of the Committee**

(Please see Paragraph 11 of Chapter I of the Report)

### **Recommendations (Serial Nos. 16—18)**

A Committee (Mozoomdar Committee) was constituted in 1974 to go into the role, functions and organisational structure of the ITDC. The Mozoomdar Committee in its report submitted in 1977 *inter alia* recommended two 'autonomous' divisions headed by functional directors, one for Hotels (including motels and restaurants) and the other for Finance and Accounts, the other divisions headed by executives below board level reporting to the CMD. An empowered Committee constituted in 1977 to consider the Mozoomdar Committee report, decided in February 1981 that this recommendation should be implemented in a phased manner. In September 1981, Government approved the decision of the Empowered Committee for necessary further action. When the Committee on Public Undertakings suggested (December 1981) that the matter might be kept pending until their examination of and report on the ITDC, they were informed that any further delay in the implementation of the decision would not be in the best interest of the organisation. On the contrary the Committee have received an unmistakable impression that hustling through the scheme would do harm to the organisation.

Incidentally the Committee noticed from the relevant file of the Ministry that it was its intention to appoint the existing FACAO and GM (Hotels) as Functional Directors in charge of Finance and Accounts and Hotels (including motels and restaurants) respectively. Though the Secretary assured the Committee, that the normal procedure of selection would be followed the Committee wish to draw attention to the past antecedents of the present GM (Hotels) which are not good.

The nature of the ITDC is such that at least in the present circumstances it is better to have a unitary structure with no divided responsibility. There are a large number of public undertakings where there are no functioned directors. The apprehension that there is too much of concentration of decision making at the level of the CMD in the ITDC is not justified. There is delegation of powers and if necessary, it could be reviewed. The 'Hotels' function

accounts for about 80 per cent of the activity of the ITDC. The Committee strongly feel that the entrustment of the function to a director would dilute the role of the Chief Executive and make for blurred responsibility. However, a suitable Finance Director could be inducted. The Committee expect that action would be taken accordingly.

(Paras 16 to 18—Part II)

### **Reply of the Government**

It has been proposed by this Ministry to accept the recommendation of the COPU to have a suitable Functional Director (Finance). The Ministry does not propose to have a Functional Director for Hotels as recommended by the Committee. However, the Ministry has proposed to have two more Functional Directors for Engineering and Commercial/Marketing. The selection of Functional Directors is done by the Public Enterprises Selection Board as per prescribed procedure.

[Ministry of Tourism O.M. No. 1(8)/82-PSU(T) dt. 25-11-82]

### **Further information called for by the Committee**

What are the reasons for proposing the appointment of Functional Directors for Engineering and Commercial/Marketing?

[L.S.S. O.M. No. 92/2(1)-PU/82 dt. 15-12-1982]

### **Further reply of the Government**

The need for having three Functional Directors in the ITDC was discussed in great detail with the BPE where the Ministry was represented by the Secretary, DG(T) and other officials. The matter was considered in the context of the Corporation's current and prospective responsibilities. The activities of the Corporation have expanded substantially and are spread all over the country. They cover, apart from hotels, motels, tourist lodges, travels and tours, transportation, printing etc. To meet these diverse responsibilities and challenges, there is no doubt that there is an urgent need to strengthen the top management structure of the Corporation on a suitable functional basis. At the Corporate Office, apart from Functional Director (Finance), there should be a Functional Director (Engineering) because a sizeable part of the budget of the ITDC is utilised for construction and maintenance of hotels of ITDC. Besides this there was also a need for the creation of the post of Functional Director (Commercial/Marketing) to look after the promotion

of the Corporate services and marketing on a commercial basis in the highly competitive hoteliering market.

The Bureau of Public Enterprises has appreciated the views of this Ministry and has agreed to the creation of two additional posts of Functional Directors namely, Functional Director (Engineering) and Functional Director (Commercial/Marketing) in addition to the Functional Director for Finance & Accounts.\*

[Ministry of Tourism O.M. No. 1(8)/82-PSU(T), dt. 6-1-83]

### **Comments of the Committee**

(Please see Paragraph 20 of Chapter I of the Report).

### **Recommendation (Serial No. 21)**

It is strange that an officer who was suspended on valid grounds by the CMD, approached the Ministry directly and got his suspension revoked. Such action could undermine the discipline in any organisation. The Committee trust that the Ministry will refrain from intervening in disciplinary matters within the jurisdiction of the undertakings under it.

(Para 21—Part II)

### **Reply of the Government**

The circumstances leading to the re-instatement of an officer of ITDC (Capt. J. P. Sharma, the then Controller of Duty Free Shops) were explained in the Government replies furnished to COPU.

[Ministry of Tourism O.M. No. 1(8)/82-PSU(T) dt. 25-11-82]

### **Recommendation (Serial No. 22)**

Yet another instance of needless intervention of the Ministry is the issue of instructions in February 1981 making it obligatory for undertakings to seek prior approval of the Ministry for foreign tours of officers below board level also. These instructions are not

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\*At the time of factual verification, the Ministry stated that: "Ministry of Finance (BPE) has sanctioned two posts of Functional Directors i.e. one Functional Director (Finance) and the other Functional Director (Commercial|Marketing) vide their letter dated 5-1-83. The proposal for creation of the post of Director (Engineering) has been deferred by the Government."

[Ministry of Tourism & Civil Aviation O.M. No. 1(8)82-PSU(T) dt. 23-2-1983]

in consonance with the policy guidelines issued by the BPE. Such restrictions do not appear to have been placed on the undertakings under other Ministries. The Committee trust that subject to ensuring a satisfactory machinery for strict scrutiny of foreign tours proposals by the boards of public undertakings there should be no control exercised by the Ministry in respect of officers below board level

(Para 22—Part II)

### **Reply of the Government**

The Government feel that foreign tours undertaken by officials of the ITDC may be scrutinised by the Ministry in view of the need for utmost economy in expenditure keeping in view the P.M's directives. This had been fully explained in the earlier reply sent to the COPU.

[Ministry of Tourism O.M. No. 1(8)/82-PSU(T) dt. 25-11-82]

### **Comments of the Committee**

(Please see Paragraph 23 of Chapter I of the Report).

## CHAPTER V

### RECOMMENDATIONS IN RESPECT OF WHICH FINAL REPLIES OF GOVERNMENT ARE STILL AWAITED

#### Recommendation (Serial No. 5)

There are certain areas where cost control seems to be clearly lacking. The food cost is in excess of the norm in a number of hotels. As the CMD stated there is pilferage and wastage. For instance when disciplinary action was taken against certain staff the percentage of food cost came down from 57.9 in 1980-81 to 42.9 in January 1982 at the Pataliputra Hotel. The employment of staff is also on the high side especially in Ashok and Janpath hotels in New Delhi and the Kovalam hotel. A task force has been constituted in June 1981 to go into the matter and on the basis of its tentative recommendations it has been decided to have study of all units by the Staff Inspection Unit of the Ministry of Finance. The Committee also note that the ITDC is working on evolving norms for expenses. The Committee desire that these studies should be expedited and effective cost control introduced on the basis of reliable norms early.

(Para 5—Part II)

#### Reply of the Government

The above observations of COPU have been conveyed to ITDC for necessary action.

[Ministry of Tourism O.M. No. 1(8)/82-PSU(T) dt. 25-11-82]

#### Comments of the Committee

(Please see Paragraph 8 of Chapter I of the Report).

NEW DELHI;  
February 26, 1983  
Phalguna 7, 1904 (S)

MADHUSUDAN VAIRALE  
Chairman,  
Committee on Public Undertakings.



## APPENDIX

(Vide Para 3 of Introduction)

Analysis of action taken by Government on the recommendations contained in the Forty-eighth Report of the Committee on Public Undertakings (seventh Lok Sabha).

I.	Total number of recommendations made . . . . .	23
II.	Recommendations that have been accepted by the Government (Vide recommendations at S. Nos. 1,2,3,4,7,8,9,10,11,12,14,15,19,20, and 23)	15
	Percentage to total . . . . .	65.2%
III.	Recommendations which the Committee do not desire to pursue in view of Government's reply (Vide recommendation at S. No. 13) . . . .	1
	Percentage to total . . . . .	4.4%
IV.	Recommendations in respect of which replies of Government have not been accepted by the Committee (Vide recommendations at S. Nos. 6,16,17,18,21, and 22) . . . . .	6
	Percentage to total . . . . .	26%
V.	Recommendations in respect of which final replies of Government are still awaited (Vide recommendation at S. No. 5). . . . .	1
	Percentage to total . . . . .	4.42%