

**Third Party Evaluation of  
Plan Scheme of  
Department of Posts  
“ESTATES MANAGEMENT”**



**REPORT**

**17<sup>th</sup> July 2017**



**Indian Institute of Public Administration**

**New Delhi – 110002**

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## ACKNOWLEDGEMENTS

We are thankful to Department of Posts for assigning the third party Evaluation of Plan Scheme of Department of Posts namely “Estates Management” to Indian Institute of Public Administration. We are particularly thankful to Sh.Rajesh Singh, Deputy Director General, (Estates and Material Management), Department of Posts for his kind advice and guidance on the subject. We are also thankful to Ms. Sangeeta, Nodal officer, Department of Posts for her continuous support and cooperation.

The team members Dr. Saket Bihari, Dr. Anjali Dhengle and Dr. Anupam Sarkar , faculty Indian Institute of Public Administration, deserve our sincere thanks. Further, the project would not have been completed without kind support and whole heartedly contributions of Shri Vinod Zutshi, IAS (retd.) who worked as Consultant in this Project. I would like to thank Sh. Shahadat Hussain, Statistician, Ar. Priyanka Kumar, Research Officer, Ms. Usha Diwakar, Research Assistant and Sh. Harish, Typist for their useful contribution and cooperation in data collection and report writing. All these officers from Indian Institute of Public Administration deserve appreciation for working relentlessly to keep the deadlines of Department of Posts.

I am thankful to the Site engineers and concerned Officers of Postal Department across the country for their cooperation and support for enabling the team to collect the data related to the estate management scheme components. They all deserve our appreciation and thanks. Last but not the least I would like to thank Indian Institute of Public Administration, New Delhi for providing us all necessary support during preparation of the report.

I am sure the Report of Third party Evaluation of Plan Scheme “Estates Management” will provide useful information for Department of Posts and serve the desired objectives of the study.

17 July, 2017

Dr. Kusum Lata  
Project Leader

# INTRODUCTION

Indian Institute of Public Administration (IIPA) has been entrusted by Department of Posts (DoP) to conduct third party evaluation of plan scheme of DoP - Estates management. For more than 150 years the DoP has been the backbone of the country's communication and has played a crucial role in the country's socio-economic development which touches the lives of Indians in many ways.

With the vision of making its products and services to be the customer's first choice, India Post has a mission to provide services to the customer on value for money basis and to ensure that the employees are proud to be its main strength. The evaluation team of IIPA has observed that the plan scheme-Estates Management of the Postal Department is totally in sync with the vision and mission of the department, as also in tune with following strategic goals of Department of Posts:

- Develop a Scalable and flexible technology infrastructure to support operations
- Achieve the long term goal of Financial self sufficiency by generating surpluses from services outside universal service obligation and
- to ensure that India post acquires all required capabilities to deliver its chosen services to the people.

The Plan scheme Estates management was envisaged by Central Government to provide own building facilities for the departmental post offices and management of land and building assets. Further, incorporation of green building concepts and gender budgeting has also been made part of it.

## **Background brief of the plan scheme Estate Management**

- a) Government is mandated to provide own building facilities for all 25,560 Departmental Post Offices which includes Head Post Offices and Sub-Post Offices. In rural areas Gramin Dak Sewak Post Offices are functioning either from the houses of Gramin Dak Sewaks or from Local Panchayat buildings.
- b) Out of 25,560 Departmental Post offices, only 4163 post offices are functioning from the departmental buildings and rest are housed in the rented/rent free

buildings. 21,305 departmental post offices in the country are functioning from rented/rent-free buildings. Government incurs an expenditure of Rs.70 crores per annum approximately towards rental liability for hired post office buildings to provide postal services.

- c) The Department owns 1764 vacant plots of land in the country. These plots were acquired/purchased/received as gift for construction of postal buildings over a period of time. Since only 16 % of the departmental post offices are functioning in departmental buildings, the Department has laid stress on construction of building on the vacant plots. Since not all building projects can be taken up at one time, construction of boundary walls has been taken up.

The Plan scheme “Estates Management” during the 12<sup>th</sup> Five Year Plan was for duration of 5 years from 2012-13 to 2016-17. Targets and Anticipated Achievements of Estate Management scheme, comprising of 11 activities, in the plan period is tabulated in **Table 1a**. While the Total Plan Outlay and Actual Achievement for the Estate Management Scheme is tabulated in **Table 1 b**.

**Table 1a: Targets and Anticipated Achievements of Estate Management Scheme**

S.N.	Activities	12 <sup>th</sup> Five Year Plan Period	
		Targets	Actual Achievements
1.	Construction of Post office / Mail Office	75	50 (including spill over)
2.	Construction of Administrative Offices	5	4
3.	Construction of Staffs Quarters	10	8
4.	Construction of Boundary walls	175	71
5.	Construction of ATM room	999	995
6.	Construction of Rain Water Harvesting	200	151
7.	Installation of solar power packs	200	154
8.	Gender Concern		163
9.	Purchase of Land		4
10.	Preservation of Heritage Building	38	38

**Table 1b: Plan Fund Expenditure (in crore Rs)**

S.N.	Activities	12 <sup>th</sup> Five Year Plan Period	
		Plan outlay	Actual Achievements
1	Construction of Post office / Mail Office	112	96
2	Construction of Boundary walls	15	
3	Construction of ATM room	29	
4	Construction of Rain Water Harvesting	4	
5	Installation of Solar Power Packs	6	
6	Gender Concern	3	
7	Construction of Administrative Offices	7	6
8	Construction of Staffs Quarters	7	6
9	Purchase of Land	10	5
10	Preservation of Heritage Building	6	4
11	Expenditure in connection with Public Private Partnership (PPP)	1	
	<b>TOTAL</b>	<b>202</b>	<b>120</b>

**Source: DoP**

## **OBJECTIVES OF THE EVALUATION STUDY**

- 1) To assess whether the set outputs and deliverables in terms of the physical and financial targets have been achieved
- 2) To assess effectiveness and outcomes of the Plan scheme “Estate Management”
- 3) To evaluate the sustainability of the Plan scheme with special reference to their financial outlays.
- 4) To recommend whether the plan schemes should be continued beyond 12<sup>th</sup> Five Year Plan (2012-17)

## **METHODOLOGY**

The methodology of this study includes four important stages.

### **A. Sample Selection**

In the first stage, selection of sample worksites for the field visits was done keeping in view the objectives of the evaluation study, regional distribution of the completed and under-construction works and distribution of different varieties or types of works undertaken. To make the sample representative, samples for field visits/ inspection were selected from all the five regions - east, west, south, north and north-east. There are 11 activities covered under the scheme estates management viz.,

- Construction of post office/mail office,
- Construction of boundary walls,
- Construction of ATM rooms,
- Construction of rainwater harvesting structure,
- Installation of solar power packs,
- Gender concerns,
- Construction of administrative office,
- Construction of staff quarters,
- Purchase of land,
- Preservation of heritage buildings, and
- Expenditure in connection with public private partnership

As per the briefing of officials of DoP, The evaluation study team visited various places in five regions of the country. The DoP also provided secondary data including details about the 12<sup>th</sup> plan estimates and expenditures.

## **B. Data Collection**

In order to get proper information on the contents, primary data collection procedure was developed. Primary data brings the real picture of the field and helps assess the strength vis-a-vis weakness of any plan. The effectiveness of the schemes is conditioned and contingent upon the expression received from the involved stakeholders. Thus, the instruments to collect the primary information were devised as follows:

- (i) Questionnaire,
- (ii) Survey,
- (iii) Observation and
- (iv) Focused group interactions

### **(i) Questionnaire**

The evaluation team designed questionnaires to gather primary data from the relevant respondents. One questionnaire each was designed for the following components of the scheme

- a) Post office/mail office, Administrative office
- b) ATM rooms
- c) Rainwater harvesting structures
- d) Solar power packs
- e) Gender concerns
- f) Staff quarters and
- g) Heritage building

The respondents were mainly the office heads, staff members, customers and public at large and in certain case the contractors. Copies of the said questionnaires are placed in the report at Annexure (1)

### **(ii) Survey**

It is a method to collect information outside the workplace. It strengthens the trend derived from the responses from the questionnaire. The evaluation group relied on the



methodology of survey and during the field visits, the team ensured that wherever possible the sites related to various activities were physically surveyed.

**(iii) Observation**

In order to get qualitative findings the focus was also laid on observation as a tool in the field study. Observation brings a comparative position where the information available with the records and field are qualitatively cross checked. It also involves the evaluator to consider the multiple features of the reality in such a manner that he is not a part of reality itself. Therefore, to find the qualitative information on most of the components of the scheme, the tool of observation was extensively used by the study team.

**(iv) Focused group interaction**

It is a method of gathering relevant respondents together to discuss on a specific topic of interest. The type and range of data generated through the interaction of the group is often deeper and richer than those obtained through other methods or tools. The study team therefore, also interacted with group of respondents with a view to assess the factual and ground realities related to the focused activities.

**C Field visits**

Five team members made field visits to the 5 Geographical Regions comprising of 9 Postal circles covering 9 states. The details of the field visits are given in the statement as below:

**Table 2: Statement showing field visits by evaluation team members of IIPA**

S.N.	Region	Circle	City	Sites/Area/City visited	Respondents
1.	North	Rajasthan	Jaipur,	ATM, GPO, Jaipur	Asst. Dir.(Bldg)
				Gender Concern, GPO, Jaipur	Senior Postmaster
				ATM,CPMG, Jaipur	Asst. Dir.(Bldg)
				Gender Concern, Vaishali Sub-Post Office	Asst. Dir. (Tech) Sub Postmaster
			Rain Water Harvesting, Shastri Nagar PO	Asst. Dir. (Tech) Ex. Engineer (Civil)	
			Jaipur Rural	Solar Power Pack, Phagi PO	Asst. Dir. (Tech) Sub Postmaster
2.	North	Rajasthan	Beawar Division	Solar Power Pack, Bandanwara	Sub Postmaster
				Rain Water harvesting , Kharwa	Sub Divisional Inspector
				Post Office , Kharwa	
3.	North	Rajasthan	Alwar Division	Boundary wall, Neemrana	Sub Postmaster

S.N.	Region	Circle	City	Sites/Area/City visited	Respondents
4.	North	Delhi	Delhi	Meghadoot Bhawan	Asst. Director (Bldg)
5.	South	Karnataka	Bengaluru	ATM, GPO, Bangalore	Asst. Dir. Protocol
				Solar Power Pack, Hazarghatta, Bangalore	Asst. Dir. Protocol, A.E(Civil), A.E.(Elec.)
				RWH, Jalahalli, Bangalore	Asst. Dir.(Protocol); Sub-Postmaster
				ATM Jalahalli, Bangalore	Asst. Dir. (Protocol); Sub-Postmaster
6.	South	Karnataka	Mysuru	ATM, HPO, Mysuru	Senior Postmaster
				Heritage Building, Mysuru	Asst. Dir. South Karnataka Region Asst. Postmaster
7.	South	Kerala	Thiruvanthapuram	ATM, GPO	Senior Postmaster
				Gender concern , GPO	Asst. Dir. (Bldg)
				Rain water harvesting , CPMG	
8.	North East	Assam	Rangiya	Staff Quarter, Rangiya, Assam	Asst. Dir. (Bldg) ; Asst. Superintendent; Sub-postmaster
9.	North East	North East	Arunachal Pradesh	Head Post Office, Itanagar	Post Master ; PA to DPS ; DPS Shillong
				ATM, Itanagar,	Asst. Dir. (Bldg)
10.	North East	North East	Meghalaya	ATM, Shillong, Meghalaya	Assistant Director (Bldg)
				Gender Concern , Shillong , Meghalaya	Assistant Director (Bldg)
11.	East	Bihar	Patna,	DA (P) Patna	Engineer & Other officials
				Heritage Building Patna	Officials & Public
				ATM, GPO Patna	ATM In-charge
				Madhoura, Chapra	Superintendent (PO), Post Master, Estate staffs
12.	West	Maharashtra	Mumbai	Heritage Building GPO, Mumbai	Asst. Dir. Postal Services (Legal & Bldg),
				Mumbai GPO, Annexe XPP	
				Mumbai GPO ATM	Asst. Director (Bldg)
				Andheri HPO, ATM, Mumbai	Asst. Superintendent
				Bandara PO	
Bandara Staff Quarters					

## D Report Writing

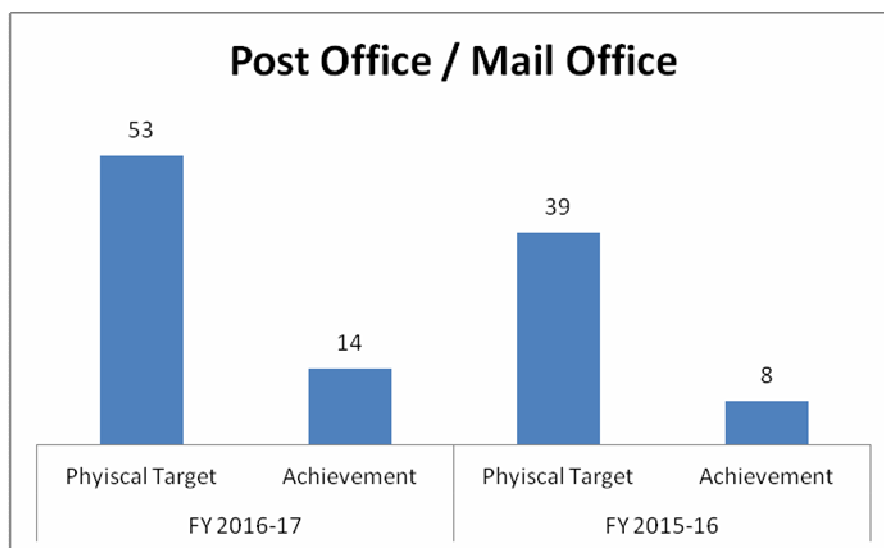
## **OBSERVATIONS AND ANALYSIS BY THE EVALUATION TEAM**

In order to assess and analyze, whether the set output and deliverables in terms of physical and financial targets have been achieved, the evaluation study group, based on primary data (field visits) and secondary data, have following observations to make, for each of the 11 components / activities identified under the schemes:

### **A) CONSTRUCTION OF POST OFFICE / MAIL OFFICE**

The plan outlay for construction of post office / mail office was Rs. 112.14 cr. The study team visited nine states in five circles, namely Assam, Arunachal Pradesh, Bihar, Delhi, Karnataka, Kerala, Maharashtra, Meghalaya and Rajasthan in consultation with DoP, Ministry of Communication, Government of India.

**Figure 1: Physical targets and achievements for construction of Post/Mail Offices**



Source: DoP

The evaluation team, on the advice of the department, collected secondary data with regard to the status of various construction projects. The observations of the field visits of the team with regard to each of the visited locations are as follows:

**1) North Region : Rajasthan Circle - New building at Kharwa**

- (i) The sub-post office at Kharwa, Masanda Gram Panchayat, Beawar Division, Ajmer Region was established on 13<sup>th</sup> April 1991. The construction of the new building commenced in January 2016 and completed in October of that year itself. The building stands on own land which was donated in 1979.
- (ii) The new building is two storeyed. The ground floor is used as office. In the first floor there is one 3 BHK quarter for post master and one record room.
- (iii) The building is still to get water supply connection from local body. Meanwhile it manages daily drinking water needs by purchasing one 20L jar. Also, the post office purchases 2 water supply tankers in every 3 months and fills the reservoir.
- (iv) The building has 3 toilets for use of public and staff. Out of them one toilet is for disabled persons. It has proper ramp for approach of the toilet by disabled persons. Separate toilet was there for men and women.
- (v) On an average 70-100 people visit the office every day. The footfall has increased after construction of the new building. They are served by three postal staffs (one Postmaster and two Grameen Dak Sewaks). The office has three business counters.
- (vi) The building has used energy efficient materials like LED lights, its furnishing is done according to corporate culture such as tiled floor, false ceiling for lighting. The building has fire extinguishers.
- (vii) The office has inverter and generator for power back up. Internet connectivity is available for 24 hours.
- (viii) The building has ramp for disabled persons with railings at the entrance.
- (ix) Rental of similar type of office in the area would have been Rs. 20000 per month.

**2) North East Region : North East Circle - Arunachal Pradesh - New building of head post office at Itanagar**

- (i) The head post office at Itanagar was established on 16<sup>th</sup> December 1983. Before construction of the new building the post office operated from a dilapidated building on a piece of land just beside the site of new building.
- (ii) The land for new building was received from state government against onetime payment of Rs. 10/ square metre.
- (iii) As per agreement, the construction work was to start from 25<sup>th</sup> October 2011, but actual work started from 8<sup>th</sup> May 2012.

- (iv) The stipulated date of completion was 7<sup>th</sup> November 2013, but construction was completed on 7<sup>th</sup> October 2015. The reason for delay in completion was a legal case arising out of dispute over ownership of the land and also, delay from contractor's side for which levy of compensation has been recommended to the competent authority as per rule.
- (v) The ground floor of the building houses mail branch, accounts section, SBCO, store/record room and postal life insurance office. On the first floor there are business counters and waiting areas, post master's office, treasury, philately, store rooms, savings/ MIS/ PPF and APM offices. On the second floor there are DPS chamber, PA chamber, superintendent's office and room for WTC.
- (vi) There are two generators of 15 KW each for supply of electricity during the time of power cut. The building has proper lights and ventilation. However, there is no fire extinguishing facilities available.
- (vii) However, despite delay of completion there has been no cost overrun. The actual expenditure was of the tune of Rs.1.11 crores which was well within the sanctioned amount of Rs. 1.63 crores and tendered amount of Rs. 1.24 crores
- (viii) Everyday around 400-500 people visit the office. Eight business counters cater to the visitors and all were operative at the time of inspection. The office is kept clean and well maintained. Presently there are 27 permanent employees and many temporary workers have been recruited on daily wage basis.
- (ix) The newly constructed office suffers from severe space crunch for back office operations. There is immediate need for proper server room, record rooms for account branch, SBCO (Saving Bank Control Organisation) branch, Savings branch.
- (x) Post master's quarter and inspection quarter have been converted to office due to space crunch. In some instances, unused kitchen rooms and toilets have been converted as place for storage.
- (xi) There is no parking area, dining room/ canteen for the staff. Arrangements for tea are made on the sides of wash basin.
- (xii) The ramp built for disabled persons at the entrance of the building slope is so steep that it is difficult to be used even by an able bodied person. There are seepages from many parts of the new building. There are also minor issues like no handle to open the ventilators, window glass missing in few cases.

- (xiii) There are issues of internet connectivity as almost three hours on average there is no internet. Presently one private concern Siffy provides internet connection. Earlier under BSNL the service was good.

**3) West Region : Maharashtra Circle - New building at Bandra**

- (i) In Mumbai, newly constructed post office at Bandra was visited. For this post office land was purchased in 1996, where the construction started in 2007 and was completed in 2016. The cost of construction incurred by postal department is Rs. 62 Lakh and the land, was purchased by the department. Built up area of the newly constructed post office was 1050 sq.ft (ballpark).
- (ii) There are 2 toilets (one male and one female). There is no toilet for disabled persons. There is no alternative power source. Also fire extinguisher is not installed. There is a rest room but no dining facility.
- (iii) This newly constructed Bandra post office nodal delivery office is used particularly for online booked products (flip kart, Amazon, etc) and for online internationally booked products.
- (iv) As per the information given by Assistant Superintendent (North Division) postal department is targeting business of Rs. 200 crore with e-commerce companies. In this regard, to expedite the delivery process to 33 vehicles Maruti Van have been procured and under this Bandra post office (nodal delivery office) 2 vehicles are being operated.
- (v) Bandra post office has provision of natural light, ventilation, internet facility. There is no provision of solar power panel and rain water harvesting. Ist and 2<sup>nd</sup> floor of the post office have type V staff quarters.

**4) North East Region : Assam Circle - projects at pre-construction stages**

- (i) There are two projects in Assam which are stuck at various stages of pre-construction formalities- Guwahati sorting office and Graham Bazar post office.
- (ii) On enquiry about the status of the projects and the reason for delay in commencement work it was informed that for the Guwahati sorting office Schedule of Accommodation (SoA) has been approved by DTE and structural diagram is awaited from senior architect, Kolkata is awaited. Work got delayed due to demolition of temporary structure.

- (iii) For Graham Bazar post office & administrative building plan has been sent to the Superintending Engineer, Postal Civil Circle, Kolkata for scrutiny which is still awaited.
- 5) **North East Region - North East Circle Status of projects at pre construction stages**
- (i) There are several projects at pre-construction stage in north east circle. These are spread in the following places-
- Daporijio PO, Arunachal Pradesh
  - Kakching PO, Manipur
  - Bishalgarh PO, Tripura
  - Saiha PO, Mizoram
- (ii) The old post office building in Daporijio, Arunachal Pradesh was operating from a dilapidated building. The soil investigation work was completed on 26<sup>th</sup> November 2015. Administration Approval and Expenditure Sanctioned (AA & ES) approval was accorded on 13<sup>th</sup> October 2016. But it took long time to get No Objection Certificate from the Deputy Commissioner. The approval from DC came on 12<sup>th</sup> May 2017 seven months after AA & ES approval and one and seven months after soil testing.
- (iii) The proposed worksite of Kakching PO is 60 km from Imphal. The soil investigation of the work is yet to be done. The drawing and approval is still pending from municipality. From discussion with DPS, Shillong it transpired that civil wing in postal department could not carry out the works due to threat from extremists.
- (iv) For Bishalgarh post office of Agartala Division, soil investigation was done earlier, but due to encroachment on land the commencement of work got delayed. However the case has been settled now and Executive Engineer (Civil) has to conduct a fresh site survey and soil investigation.
- (v) For Saiha Post office in Mizoram, project design was awaited from the division till the date of survey i.e. 20<sup>th</sup> June 2017.

On the basis of the visits, the team found three categories of post office buildings/ mail offices:

- Newly completed
- Under construction and
- Construction not started

The team found that some buildings have not been completed within the stipulated period. Various reasons were identified for non-completions of constructions or delays in constructions. They were, by and large, as follows:

- Dispute about location of the building
- Delay in approval / release of funds to the contractors
- Delays in supervisory work by Junior Engineers due to their scarcity
- Non-usage of buildings because of delay in water and electricity supply.

**Table 3: Statement of primary data collected for Post Office Building**

S. N.	City	Location	Year of construction	Any delay	How much delay	Reason	Cost of construction in Rs.	Built up area (Sq.ft)
1.	Mumbai	Bandra West PO,	Feb, 2016	No	NA	NA	6,20,000	900
2.	Patna	DA (P) Extn Office GPO Campus	Ongoing	Yes	7.5 months	Tendering process was cancelled twice	Not Available	15,693
3.	Itanagar	Itanagar HPO, Bank Tin Ali	Jan, 2016	Yes	2 years	Legal case due to land dispute. Delay on contractor's side.	1,63,00,000	Not Available
4.	Kharwa, Rajasthan	Beawar division Ajmer Region	Oct, 2016	Yes	NA	Obstacles due to a canal which runs near project site	Not Available	9,600

Source: Field survey

Based on the aforesaid observations, the evaluation team, is of the opinion that in most of the post office / mail office buildings visited, the physical targets and financial targets were largely met except in those cases where the team found specific reasons for delay.



# POST OFFICE / MAIL OFFICE



**Head Post Office , Itanagar**



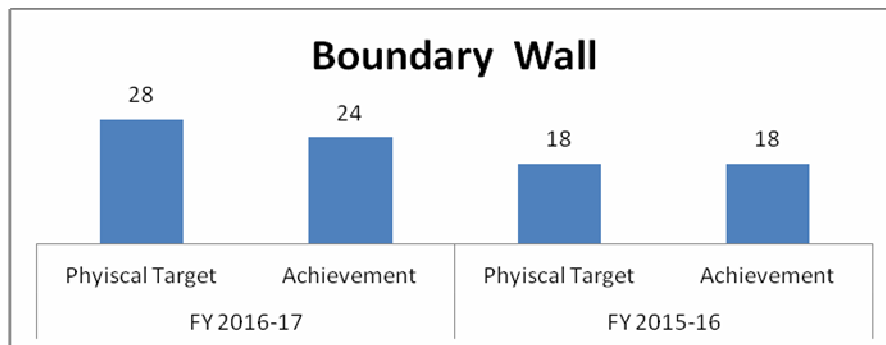
**Staff Quarters, Rangiya ,  
Assam**

**DA(P) Vertical extension  
building , GPO Patna**

## B) CONSTRUCTION OF BOUNDARY WALLS

During the field visit, each member of the evaluation team studied the existence and need of boundary walls around the office buildings as well as around the vacant plots. Physical target and achievements for construction of boundary wall for FY 2016-17 and 2015-16 is summarized below:

**Figure 2: Physical target and achievements for boundary wall**



Source: DoP

The observations of team members for the locations visited are as follows:-

### 1) North Region : Rajasthan Circle

In Neemrana, Alwar Postal Division, the boundary wall of 3 feet height was constructed in 2016. This wall was constructed under Plan Fund along with construction of the Sub-post Office. This post office building has been constructed using the locally available material i.e stone slabs for roof. This building appears to be structurally sound as it is made of 9” brick wall and stone slab supported on Mild Steel I-Section (MS I-Section) Girders as roofing material. Similar type of structure was seen at Bengaluru, ie. Yelahanka eCommerce Centre of the Department of Posts. The eCommerce structure is also made of RCC Columns, 9” brick wall and Galvanised Iron Profile Sheets (GI Profile) cum Fibre Reinforced Plastic (FRP) sheets as roofing material. This structure also appears to be aesthetically good and structurally sound which can be used as makeshift structures till the time proper RCC structure is designed, approved and sanctioned.

### 2) North East Region : North East Circle - Arunachal Pradesh

Boundary wall of Itanagar HO is still under construction. Although, the building started functioning in Feb. 2016, few portions of the compound in the backside still do not have any wall.

**3) North East Region : Assam Circle**

In Rangiya, Assam circle, the boundary wall of the staff quarter is there, but a portion of it caved in due to digging work of municipality and it has blocked the drainage system.

**4) East Region : Bihar Circle**

In Marhaura near Chapra, Bihar two vacant plots were visited and it was found that both plots which were at very prime locations did not have a boundary wall and therefore, extremely vulnerable to encroachments.

Based on secondary data collected by evaluation team member, in Assam circle, it was observed that out of 35 vacant plots as many as 12 do not have boundary walls and there is every likelihood of the boundary less vacant plots to be encroached upon.

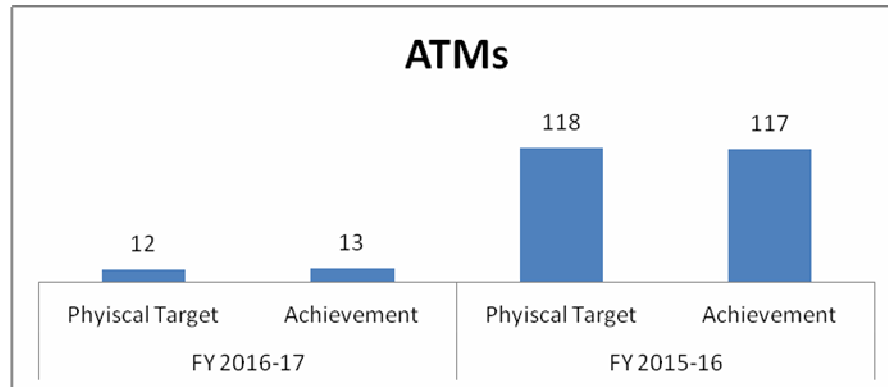
The evaluation team is of a strong opinion that construction of boundary walls around the constructed office buildings and more so around vacant plots of the department should be given high priority, in the ongoing scheme.

The evaluation member visiting Assam also ascertained that there is no data available with local postal office with regard to 8 vacant plots whether the boundary wall in these plots exists or not. The evaluation team is therefore, of the opinion that there is an immediate need for the postal department to conduct an extensive survey of the vacant plots and identify all such vacant plots where there are no boundary walls. The team opines that, if availability of funds is not a constraint, department of post should prioritise construction of boundary walls in such vacant plots which are in prime location and more liable to be encroached upon.

### C) CONSTRUCTION OF ATM ROOMS

In the plan outlay for the period 2012-13 to 2016-17 provision of Rs. 6.00 crores was made for construction of ATM rooms. The evaluation team members examined a few ATM rooms during their field visits to the states.

**Figure 3: Physical Targets and Achievements of ATM Rooms**



Source: DoP

The observations of the team members have been as follows:-

#### 1) North Region : Rajasthan Circle

- (i) Two ATMs were studied in Jaipur – Jaipur GPO and CPMG PO each on an area of 80 sq.ft
- (ii) GPO ATM functional since April 2015, is setup at one corner of the GPO campus. Similarly ATM at CPMG PO is functional since January 2016 and is located within the boundary of CPMG. Both the ATMs are accessible from main road as well as from inside the campus of GPO and CPMG.
- (iii) The installation cost of both the ATM was Rs. 3.07 Lakh each. The ATM at CPMG PO reported average daily transaction of Rs. 1.10 Lakh and 45 average daily transactions. The ATM at GPO reported average daily transaction of Rs. 0.79 Lakh and 40 average daily transactions.
- (iv) At the time of inspection the AC of ATM at GPO was not working.
- (v) It was also found that a car was parked just at the starting point of the ramp of one of the ATM and nearby many vehicles were parked at the other ATM also.
- (vi) The locational signage of ATM at one place was blocked by the Advertising Pole of Jaipur Municipal Corporation. Also the signage of ATM is very small and hardly visible from distance.

**2) South Region : Karnataka Circle**

- (i) In Jalahalli in Bengaluru, the size of the ATM room is 10x10 sq.ft. and it was found to be well constructed with a ramp for disabled persons. ATM machine was found to be operational and serving its purpose even when the air conditioner was not working because of power problem.
- (ii) In GPO Bengaluru and HPO Mysuru, the ATM rooms were well constructed, however there was no ramp facility. The ATM machines were working well without any complaints.

**3) South Region : Kerala Circle - Thiruvananthapuram GPO**

In Thiruvananthapuram, the ATM was within the boundary wall of GPO and adjacent to the GPO building. Though the ramp has been provided at the ATM, but the accessibility to ramp by elderly and people with disability was questionable as the entry from GPO was via its compound, which was filled up by parked cars, leaving no space for easier movement and the other main entry to the ATM is blocked by speed bump structures to avoid rain water entering inside the premises. ATM machine was found to be operational along with functional air conditioner

**4) North East Region : North East Circle – Arunachal Pradesh : Itanagar Head Post Office**

- (i) ATM room in front of Itanagar Head Post Office was constructed in June 2016. Rs. 3 Lakh was spent on construction of ATM room and Rupees Twenty Seven Thousand for electrification.
- (ii) This is the only ATM of Department of Posts in the State. However, the ATM machine has not been working for the past eight months. The air conditioner has not been working since its date of installation. The staff members at head office could not specify reason for non-working of the ATM or air conditioner.

**5) North East Region : North East Circle – Meghalaya : Shillong GPO**

- (i) In front of Shillong GPO, ATM was constructed in January 2016. An expenditure of Rs. 3.95 Lakh was made for construction of the ATM room.
- (ii) The ATM has been functioning properly since its installation except minor glitches at times. It performs several functions - balance inquiry, cash withdrawal, pin

change, mini statement, funds transfer etc. All the functions were found working at the time of inspection.

- (iii) On average, around 31 transactions take place daily. Average value of transaction per day was Rs. 1.06 Lakh.

**6) East Region : Bihar Circle – Patna**

- (i) In front of GPO Patna, ATM room was found in fully functional mode.
- (ii) It was constructed in October 2015 with 8 ft x 10 ft dimension.
- (iii) ATM was reported to have remained out of order till 30 minutes for a week during the past 90 days.
- (iv) The reason assigned to this non functional half an hour was power shortage.
- (v) The other identified problem was the router having got burnt.
- (vi) However, in all the 44 ATMs of Bihar, Patna GPO ATM scores second position in number of commercial transactions.

**7) West Region : Maharashtra Circle – Mumbai GPO & Andheri HPO**

- (vii) Two ATMs were studied in Mumbai – Mumbai GPO, and Mumbai Andheri HPO.
- (viii) Mumbai GPO ATM is functional since Jan, 2016, setup in its own space with a size of the 10x8 sq.ft.
- (ix) The installation cost of the ATM was Rs. 2.5 Lakh (approx). The reported average daily transaction is Rs. 8.58 Lakh with 169 average per day transaction.
- (x) In Mumbai Andheri HPO, ATM was installed in Dec, 2015.
- (xi) Average daily transaction is Rs. 75,000/- with average 35 transactions per day.
- (xii) The size of the ATM room was 8x10 sq.ft.
- (xiii) At the time of inspection the ATM was not working as the server was down for past one day, the complaint of which was forwarded to the concerned authority.

The following Table summarizes the status of ATM rooms observed by evaluation team members:-

**Table 4: ATM Rooms**

S. N.	City	Location	Month/Year of Installation	Average daily transactions	Problem, if any
1	Jaipur	CPM PO	Jan. 2016	45	No Problem
2	Jaipur	GPO	April 2015	40	AC not working at the time of

S. N.	City	Location	Month/Year of Installation	Average daily transactions	Problem, if any
					inspection
3	Bengaluru	GPO	Mar, 2014	20	No Problem
4	Mysuru	Head Post Office	April, 2015	20	No Problem
5	Mysuru	Vani Vilas Mohalla	Feb,2016	15	Server issue for one day
6	Mysuru	Sarswati-puram HPO	Feb, 2016	20	No Problem
7	Thiruvananthapuram	GPO	Sept,2015	55	No Problem
8	Itanagar	Itanagar	Jun, 2016	Not started	Staff could not specify the exact reason
9	Shillong	GPO	Jan, 2016	31	No Problem
10	Patna	Patna	Oct, 2015	90	No Problem
11	Mumbai	Andhrei	Dec, 2015	35	Server was down for past one day
12	Mumbai	GPO	Jan, 2016	169	No Problem

Source: Field survey

Based on aforesaid observations of evaluation team members during their field visits, the evaluation team is of the opinion that ATM rooms in general have been well constructed and well suited for smooth functioning of ATM machine system. The evaluation team is also of the opinion that activity of construction of ATM rooms with ATM facility in post offices is a welcome step and very relevant and realistic to the present needs of people at large. The evaluation team however feels that backup support viz, power supply, power backup and working of the air conditioners needs to be improved for optimal utilization of ATM rooms and machines.

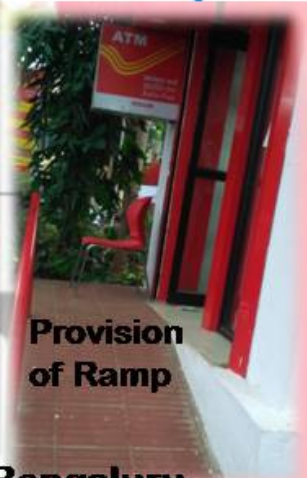
# ATMs



**ATM ,GPO ,Patna**



**Jalahalli, Bengaluru**



**Provision of Ramp**



**Ramp with Speed bump**

**GPO ,Thiruvanthapuram**



**GPO ,Shillong**



**HPO ,Mysuru**



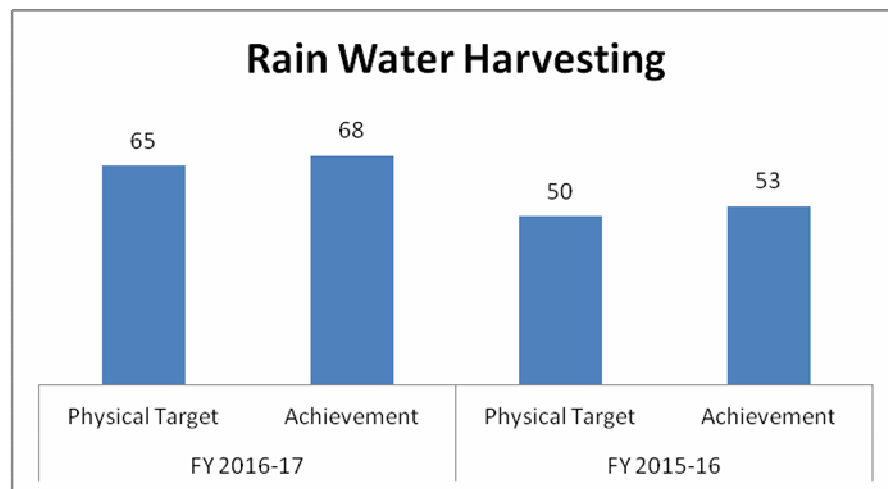
**HPO ,Andheri,Mumbai**



## D) CONSTRUCTION OF RAIN WATER HARVESTING STRUCTURE

The construction of rainwater harvesting structures is a mandatory requirement while constructing the new buildings under the estate management scheme. The evaluation team members during their field visits studied the existence/non existence and construction of rainwater harvesting structures and their efficacy in the post office buildings visited by them.

**Figure 4: Physical Target and Achievements of Rain Water Harvesting Structure**



Source: DoP

Figure 4 clearly shows that physical targets fixed for creating rain water harvesting structures have been fully achieved during the financial years 2015-16 and 2016-17.

The observations of the team members, made during their field visits, are summarized as below:-

- 1) **North Region : Rajasthan Circle - Kharwa Sub Post Office, Ajmer division**
  - (i) Rooftop rainwater harvesting facility is installed in the Kharwa sub post office in Beawar Division of Ajmer Region. The water collected from catchment area of the roof is carried through water pipes and stored in an underground reservoir. The reservoir has storage capacity of 10,000 litres of water.
  - (ii) A smaller rainwater harvesting facility is also built in first floor terrace. All the water collected from terrace is stored in the underground tank as described above. There is also system of groundwater recharge through excess water in case of

overflowing of the tank. A small plot has been earmarked for gardening by utilizing the excess rainwater from the tank.

- (iii) Although, the reservoir still awaits its first storage as there has been no rain since the installation, the structure is expected to be very useful as Kharwa is located in hilly and dry area and the region suffers from acute water crisis especially during summer months and groundwater level is too low.

**2) North Region : Rajasthan Circle – Shastri Nagar, Jaipur**

- (i) Shastri nagar PO has 12 Staff quarters at the back side of the PO.
- (ii) Both the structures, ie. PO and Staff Quarters has provision of rain water harvesting.
- (iii) In the portion of staff quarters there are two storage tanks which store the rain water from PO roof top as well as that from roof top of staff quarters.
- (iv) Apart from storage of water the roof top rain water collected also charges the ground water table.

**3) South Region : Karnataka Circle – Jalahalli, Bengaluru**

- (i) In head office at Jalahalli, Bengaluru the rain water harvesting structure was installed in November 2014 with the total roof area of 2000sq.ft contributing to rain water harvesting.
- (ii) The total expenditure incurred was Rs.72,000. The Ground water gets recharged directly through bore-well but there is no storage tank.

**4) South Region : Kerala Circle – CPMG, Thiruvananthapuram**

- (i) In CPMG office of Thiruvananthapuram, rainwater harvesting structures was installed in march 2014 with an expenditure of Rs.72,000/-.
- (ii) The structure was constructed as per the designed plan and is serving its purpose very well.
- (iii) It was reported that the rain water harvesting structure has resulted in improvement of the water table.

**5) East Region : Bihar Circle – GPO, Patna**

In GPO Patna rainwater harvesting structure was not found. In the vertical extension of DA(P) building also the rainwater harvesting structure is not

provisioned. Looking at the climate change and soil conditions, these structures are required to be installed.

**Table 5: Statement of primary data related to Rainwater Harvesting Structure**

S. N.	Name of the Post Office	Year of construction	Whether working well	Under-ground storage facility available	Maintenance/repair required	Remarks
1.	Kharwa, Ajmer division	2016		Yes	No Problem	First rain after construction is awaited
2.	Shastri Nagar, Jaipur	2014	Yes	Yes	No Problem	Roof top rain water from PO is connected with storage tank provided in campus of staff quarters. Also rain water from staff quarters' roof is collected , stored and used for recharging ground water table.
3.	CPMG, Thiruvananthapuram	2014	Yes	No	No Problem	The roof top rain water harvesting has been immensely beneficial to the staff especially during the drought season.
4.	Jalahalli	2014	Yes	No	No Problem	Use for ground water recharge

The evaluation team is of the opinion that the rain water harvesting component in the estate management scheme of the postal department has been functioning well wherever installed and the team feels that this component is a good step in the right direction with a view to make the postal offices self sufficient for their requirement of water as also for serving the objective of raising the water table.

# RAINWATER HARVESTING STRUCTURE



**Head Office , Jalahalli,  
Bengaluru**



**Sub PO, Kharawa**



**CPMG ,Thiruvananthpuram**



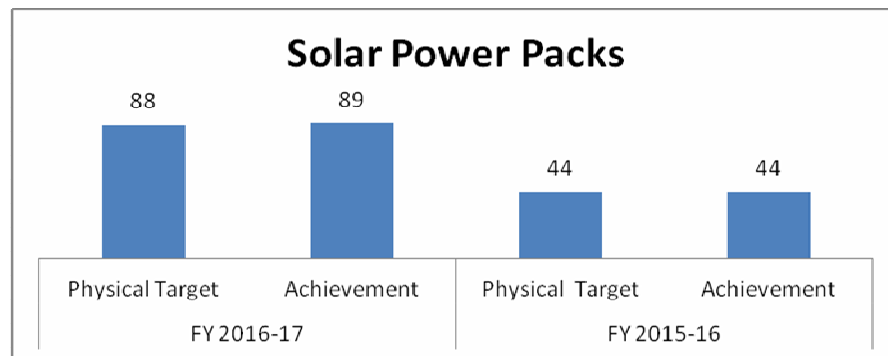
**Sub Post Office  
Kharwa**



## E) INSTALLATION OF SOLAR POWER PACKS (SPP)

The component of installation of Solar Power Packs (SPP) was provisioned in plan outlay of 2012-13 to 2016-17 with a budget of Rs 743 Lakh. The basic objective behind the installation of solar power packs has been to meet the energy requirements of the post offices mostly in rural areas. The evaluation team members visited the sites of solar power packs during their field visits to the 5 regions.

**Figure 5: Physical Targets and Achievements of Solar Power Packs**



**Source: DoP**

The graphs at figure 5 above shows that physical targets for installation of Solar Power Packs have been fully achieved during the financial years 2015-16 and 2016-17.

Observations made during the field visits, about the implementation of this component are as below:-

### 1) North Region : Rajasthan Circle – Bandanwara Sub-post Office, Beawar Division

- (i) In Bandanwara District Sub-post Office located in Beawar Division of Ajmer, Rajasthan solar power pack was installed in January 2017.
- (ii) It has capacity of 1.5 kilo watt. So far the SPP has been functioning well.
- (iii) All the electrical equipments in the office - 6 tube lights, 4 ceiling fans and one desktop computer are running on SPP.
- (iv) It has 7-8 hours of battery back-up.
- (v) Since its installation, no major difficulties have been encountered for running the SPP. There was no requirement of any major repairing and maintenance. Now the electricity bill is negligible.

- 2) North Region : Rajasthan Circle – Phagi, Jaipur Mouffassil Postal Division**
- (i) The SPP at Phagi in Jaipur Division with installed capacity of 1 kilo watt and expenditure of 2 Lakh is functioning well.
- (ii) On this SPP only 3 PCs are functioning from Monday to Saturday 9am – 5pm with a 50% saving on electricity bill.
- 3) South Region : Karnataka Circle –**
- (i) At Hesarghatta, Bengaluru, a SPP of 2 kilo watt was installed in March 2015 with an expenditure of Rs.4.75 Lakh.
- (ii) The entire post office is functioning on this SPP with a backup of 6 hours. Since installation there has been a saving of Rs.1150 per month.
- 4) West Region : Maharashtra Circle – GPO Annexe Building, Mumbai**
- (i) In GPO Annexe building Mumbai, SPP was installed in two phases, first phase was in December 2016 and the second phase was in April 2017. The combined capacity of the SPP is 40 KW.
- (ii) Total cost incurred for installation is Rs.29 Lakh.
- (iii) However, the SPP is still not functional.
- (iv) The reason assigned for the non functionality of the SPP is that due permission from BEST is awaited.

The following Table 6 summarizes the observations of the team with regard to SPPs:-

**Table 6: Statement of primary data on SPPs**

S. N.	Name of Post Office	Year of construction	Capacity (KW)	Whether working	Any repair or maintenance	Comments/ Observation
1.	Bandanwara, Ajmer Division	2017	1.5	Yes	No	All the electrical equipments in the office are running on power generated by SPPs
2.	Phagi, Jaipur Mouffassil Postal Division	2014	1.0	Yes	No	Only half an hour battery backup. 2 PCs & 2 Tube lights run on the power generated by SPPs
3.	Hesarghatta, Banglore, Division	2015	2.0	Yes	No	Monitoring Centre at GPO Banglore showed that SPP was not functioning & during the visit, A.E (Elec.) identified & corrected the position of its

S. N.	Name of Post Office	Year of construction	Capacity (KW)	Whether working	Any repair or maintenance	Comments/ Observation
						Antenna because of which information on power generation through signals was not being received at the monitoring centre
4.	Mumbai GPO Annex Building	2017	40.0	Yes	No	Real time statistics proves that solar power installation is saving Rs. 11,424/month towards solar power generation of 1200 kw /month

**Source: Field Survey**

Based on aforesaid observations, the evaluation team has found that the solar power packs, wherever installed and observed by the team members have been functioning well. The evaluation team welcomes the inclusion of this component in the scheme of estate management and suggests that this component should continue to be an integral part of the scheme in future as well. The evaluation team is of the opinion that in the event of funds constraint, the scheme guidelines should lay priority to those regions of the country having greater sunshine and to remote and rural areas for installation of SPPs.

# SOLAR POWER PACKS



**Post Office  
Hesarghatta**



**Post Office, Hesarghatta**

**GPO , Mumbai**



**Phagi , Jaipur**



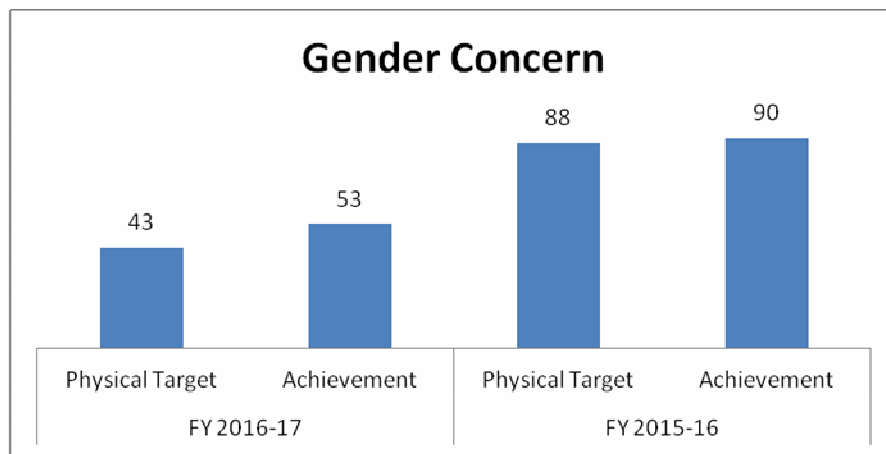
**Sub post office, Bandanwara**



## F) GENDER CONCERNS

The Scheme of Estate Management includes the component related to gender concerns namely, construction of ladies toilets and retiring rooms for women in large offices. The scheme envisaged a plan out lay of Rs. 300 Lakh to address this component. The evaluation team while making field visits made it a point to visit and examine the existence and efficacy of ladies toilets and retiring rooms in various postal offices. Physical targets and achievements on Gender concerns for FY 2015-16 and 2016-17 are summarized in the Figure given below:

**Figure 6: Targets and Achievements on Gender Concerns**



Source: DoP

As evident from the graph, at Figure 6 above, Department of Posts have recorded more than 100% achievement during the financial years 2015-16 and 2016-17.

Observations made during the field visits, about the status and implementation of this component is as below:-

### 1) North Region : Rajasthan Circle – Vaishali nagar Sub Post Office, Jaipur

- (i) Vaishali nagar sub post office in Jaipur has one ladies' toilet for 3 women staff.
- (ii) This was constructed in 2016 by shifting men's toilet to a different location.
- (iii) The toilet was found to be clean and hygienic.

### 2) North Region : Rajasthan Circle – GPO, Jaipur

- (i) In GPO Jaipur premises there is a community centre for the staff staying in the premises.

- (ii) The ladies' toilet constructed in the community centre is located on the outer side resulting in inconvenience to the women.
- (iii) The toilet was also found locked and not available for use.
- (iv) The evaluation team member felt that the ladies' toilet should be shifted towards inside and should be easily available for use.
- (v) The ladies' toilet was also found to unclean and dirty.

**3) South Region : Bangalore Circle – HPO, Mysuru**

- (i) In Mysuru HPO, ladies' toilets were found to be renovated.
- (ii) However, toilet did not have proper water supply leading to inconvenience to the users.
- (iii) It was also found that a retiring room provisioned for ladies staff was converted into a store room thereby depriving the ladies from the facility of retiring room

**4) South Region : Bangalore Circle – HPO, Mysuru**

- (i) In Mysuru HPO, ladies' toilets were found to be renovated, however, toilet did not have proper water supply leading to inconvenience to the users.

**5) South Region : Kerala Circle – GPO, Thiruvananthapuram**

- (i) In GPO Thiruvananthapuram, the ladies' toilet built on the third floor is used by the staff sitting on first to third floors.
- (ii) The toilet was found to be clean and well-maintained.

**6) North East Region : North East Circle – CPMG Shillong, Meghalaya**

- (i) In Shillong CPMG the ladies' toilet which was repaired under gender concern sub scheme was located on fourth floor near the elevator of the CPMG building.
- (ii) An amount of Rs.1,50,000 was spent on repairing work.
- (iii) The toilet has enough water, regularly cleaned and easily accessible by the women employees of the office.

**7) East Region : Bihar Circle**

- (i) The evaluation team examined the ladies' toilet at Patna city, Chhapra HO, Motihari HO and Muzaffarpur HO and all the toilets visited were unhygienic and poorly maintained

The following Table 7 summarizes the observations of the team with regard to Gender Concerns:-

**Table 7: Statement of Primary Data on Gender Concerns**

S. N.	Name of the Post Office	City	Type of Work	Year of construction	Expenditure on making toilet (in rupees)
1.	Vaishali nagar SPO	Jaipur	Toilet	2016	
2.	GPO	Jaipur	Toilet		
3.	PO, Trivandrum	Trivandrum	Toilet	2015	27,000
4.	HPO Mysuru	Mysuru	Toilet	2017	Not Available
5.	GPO Trivandrum	Trivandrum	Toilet	2015	2,03,000
6.	O/o CPMG, Circle Office, Shillong	Shilong	Toilet	2017	1,50,000
7.	Ara HO	Ara	Toilet	2014	1,64,000
8.	Nawada HPO	Nawada	Toilet	2015	1,12,240
9.	Patna city SO	Patna	Toilet	2017	1,00,200
10.	Buxar HO	Buxar	Toilet	2015	1,12,440
11.	Motihari HO	Motihari	Toilet	2016	1,00,000
12.	Katihar HO	Katihar	Toilet	2016	75,100
13.	Muzaffarpur HO	Muzzafarpur	Toilet	2015	1,49,300
14.	Chhapra HO	Chapra	Toilet	2015	68,105

**Source:** Field survey

Based on the aforesaid observation the evaluation team is of the opinion that wherever they visited they have found a ladies' toilet in all the premises. The team also found that although the toilets are functional, their maintenance and hygienic condition is not of good standard. The evaluation team felt that the scheme guidelines should incorporate sufficient budget for regular maintenance.

# GENDER CONCERNS



**Ladies Toilet , CPMG  
Shilong**



**Ladies Toilet, GPO Patna**



**HPO , Mysuru  
No Proper Water  
Supply, this tank is  
used to store water**



**PMG Jn PO ,  
Thiruvanthapuram  
All women post  
office**



**News in The Hindu dated  
05-07-13**



**GPO , Jaipur  
Female Retiring room**

## **G) CONSTRUCTION OF ADMINISTRATIVE OFFICES**

The budget for construction of administrative offices in the plan out lay of the estate management scheme was to the tune of Rs. 10 crores.

### **1) North Region : Delhi Circle – Meghdoot Bhawan**

- (i) In Delhi, Meghdoot building was visited, where 2 lifts have been installed for 8- and 16 persons respectively. The estimated cost of the lifts was Rs. 18 Lakh and this entire amount has been spent on the replacement of the lifts.

### **2) East Region : Bihar Circle – Vertical expansion of Administrative Building in GPO Campus, Patna**

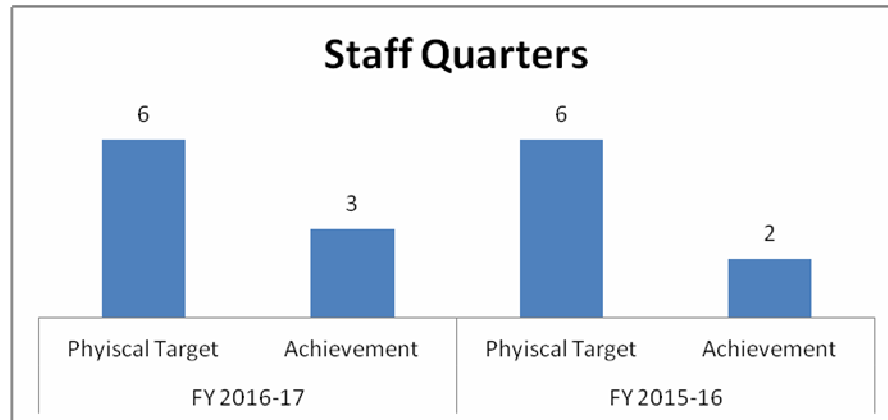
- (i) In Bihar, DA (P) vertical expansion of building was studied at the GPO campus Patna.
- (ii) The construction was in progress and 60% of the work completion, recorded.
- (iii) The building, with a built up area of 1457.94 sq.m, is to be completed in phased manner.
- (iv) The construction started w.e.f 28<sup>th</sup> March, 2016.
- (v) It has provisioning for 2 ROs for drinking water, 6 toilets (4 male and 2 female).
- (vi) The estimated expenditure of this building is Rs. 5.42 crores where as expenditure at the time of survey was reported as Rs. 1.12 crores.
- (vii) The land of the building is not required because it is being constructed on the first floor of DA (P) building.

Based on aforesaid observation, the team felt that the construction of administrative office at Patna should be expedited as the progress of work is slow

## H) CONSTRUCTION OF STAFF QUARTERS

The budget for construction of staff quarters in the plan out lay of the estate management scheme was to the tune of Rs. 6.00 crore. The physical targets and achievements for FY 2015-16 and 2016-17 are shown in the diagram below:

**Figure 7: Physical Targets and Achievements of Staff Quarters**



**Source: DoP**

The bar chart at Figure 7 shows that during the financial year 2015-16 the per cent achievement in relation to physical target has been around 33% and in 2016-17, it is 50%. Thus, the performance in physical targets of construction of staff quarters has been relatively low during the 12<sup>th</sup> Plan.

The evaluation team members visited various locations where staff quarters have been constructed and their observations are as follows:-

### 1) North East Region : Assam Circle – Staff quarters at Rangia

- (i) The staff quarters for Group C postal staff at Rangia post office were ready by 8<sup>th</sup> January, 2015. Named Rangia Postal complex it has six quarters of 2BHK. The rental rate of similar type of quarters would be Rs. 5000/- to 7000/- in the area. Total area of the complex is 10 kattah ie, 7200 sq.ft.
- (ii) The civil work of the quarters was complete by May, 2014. But the work of electric transformer and boring work for water remained. Allotment of the flats started on 3<sup>rd</sup> February 2015 and occupancy/ possession started in May 2015.
- (iii) The staff quarters have enough water and electricity. No fire extinguishing facilities was observed.

- (iv) There is problem of street lights within the complex. None of the lights were working at the time of visit.
- (v) There is problem of water logging on the backside of the buildings during rainy seasons which is ideal breeding ground for the mosquitoes.
- (vi) The outer painting of the building has faded in places although the buildings are just 2 years old.
- (vii) The cemented road inside the complex has been damaged in many places and needs repair although it endured only 2 rainy seasons.
- (viii) The compound wall has caved in at one place due to digging work of municipality in adjoining site. This has blocked the flow of drainage system.
- (ix) There is issue with keeping the compound clean. There are bushes and weeds in open places. Presently, weeding is done in the complex 2-3 times in a year with the help of sweepers from local post office.
- (x) There is problem with electricity as plug points and coil of the fans are not working in many cases.
- (xi) The electric motor for water pumping broke down after one year of operation. Presently the residents have installed one bore well temporarily for water lifting.

**2) West Region : Maharashtra Circle – Staff quarters at Mumbai**

- (i) Inspection was done at Bandra staff quarters (Type V) at Mumbai, Maharashtra.
- (ii) It was observed that these staff quarters are located on Ist and 2<sup>nd</sup> floor of the newly constructed Bandra post office.
- (iii) There are 3 quarters (Type V – 2 and type III – 1). Type V flats are given to class I officers and type III is given to group B staffs.
- (iv) Out of these three quarters one type V is vacant. Type V quarters are having 3 bed rooms, one hall, one kitchens and 2 toilets, where as type III quarters having one bed room, one hall, one kitchen and one toilet.
- (v) The construction started in 2014 and was completed in 2016.
- (vi) It was observed that there are no maintenance issues with these quarters as they are newly constructed having provision of 24x7 electricity and water supply. However, no SPP and rain water harvesting have been installed.

3) In the remaining cities visited in the regions namely north south and east, the evaluation team members did not come across any staff quarters constructed during the 12<sup>th</sup> five year plan period.

Physical target and achievement for staff quarters construction for FY 2015-16 and 2016-17 is shown in Table 8 below:-

**Table 8: Statement of Primary Data Collected on Staff Quarters**

S.N.	City	Complex address	No. of Flats	Type of Flats	Construction Year	General Observations
1.	Rangiya	Rangiya Postal Complex	6	Type II & Type III	2015	Quarters are well constructed. Enough water and electricity.
2.	Mumbai	Bandra West PO Building & Staff Quarters Near Aniddia Park	3	Type II & Type V	2016	

Source: Field Survey

Based on aforesaid observations the evaluation team is of the view that the construction of staff quarters of post offices is very essential, particularly in smaller towns and remote areas. The evaluation team felt that the construction of staff quarters and their maintenance in the locations visited were satisfactory. However, the community services like street lights, roads, and cleanliness were deficient in case of Rangiya in Assam. The observation regarding low performance in achievement of physical targets has already been made above. The Engineering Division of DoP should analyze the reasons and take corrective action.



## **I) PURCHASE OF LAND**

The plan activity of purchase of land was taken up under the Estate Management scheme with a view to construct own buildings for post offices all over the country. A plan out lay of Rs. 1.0 crore was kept under the scheme.

The evaluation team members have observed the implementation of this component during their field visits and their observations are mentioned below:-

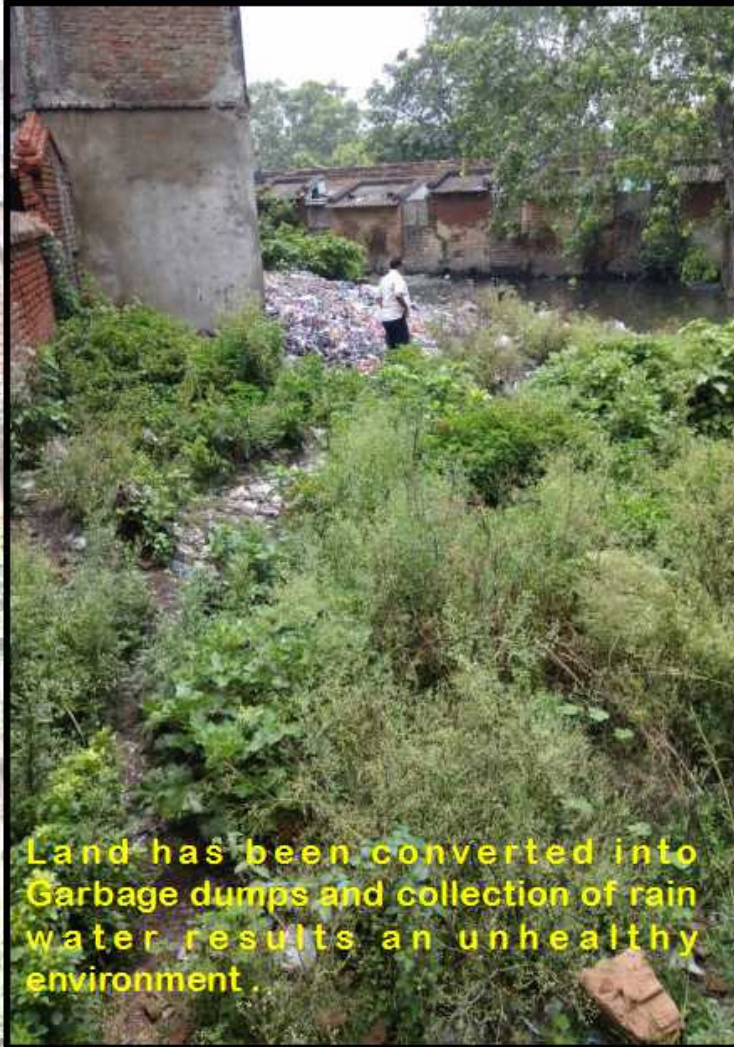
### **1) East Region : Bihar Circle**

- (i) In East region in Bihar approximately 35 kilometers away from Saran one plot, which has been purchased, was shown by the postal officers.
- (ii) The plot is in the central area of Madhaura and the payment to this land has been done in two phases, with amount of Rs. 24,21,900/- and Rs. 12,48,347/- thus a total of Rs. 36,70,247/- have been spent on land procurement.
- (iii) No building so far has been constructed on it.
- (iv) As there is no boundary wall around the plot, it was observed that some street vendors have put up their temporary shops thereby encroaching on the plot. Also, the residents around the plot are dumping garbage on it.

In all other regions no case of purchase of land was found in the locations where evaluation team members visited.

Based on aforesaid observation, the team is the view that DoP should put up mechanism for keeping vigilance on the vacant plots. DoP should fix responsibility of Senior most Postal Department Official, located at Division Headquarter, for ensuring safety and security of the vacant plots. The purchase of land should be selective and only in the cases where there is immediate need of own building.

# PURCHASE OF LAND



Land has been converted into Garbage dumps and collection of rain water results an unhealthy environment.

Purchased land  
Madhoura , Chapra



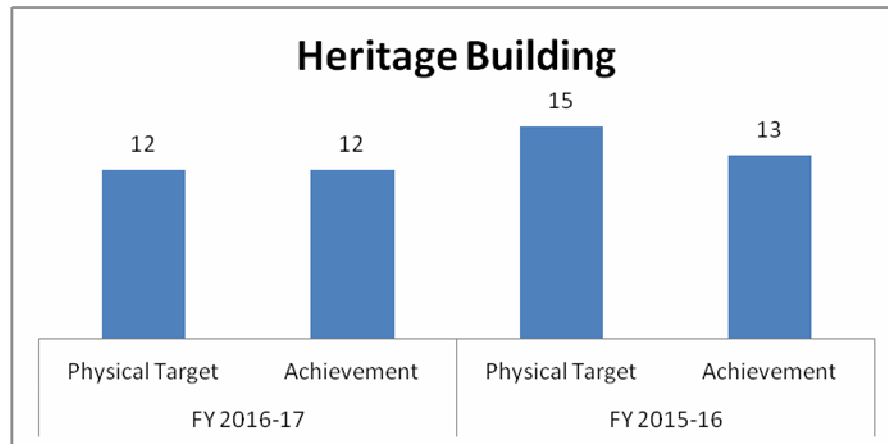
Deteriorated Structure

## J) PRESERVATION OF HERITAGE BUILDINGS

The scheme envisages preservation of 38 postal heritage building which is more than 100 years old. The total plan outlay kept for this component was Rs. 6 crore.

Physical targets and achievements of heritage building for FY 2015-16 and 2016-17 are shown in the graph at figure 9 below:-

**Figure 9: Targets and Achievements of Preservation of Heritage Building**



Source: DoP

The evaluation team members visited some of the postal heritage buildings.

Their observations are as under:-

### 1) South Region : Mysuru HPO

- (i) HPO, a Heritage building in Mysuru was visited.
- (ii) Amount received by HPO Mysuru in Financial year 2013-14 for various types of activities for preservation are as follows:-
  - Rs. 98,985 received for Repairs and alterations to delivery area.
  - Rs. 10.18 Lakh received for Setting up of Post office including installation of infrastructure, cash counter, mural painting, electrical work and installation of AC.
  - Rs. 2.80 Lakh received for Internal Renovation.
  - Rs. 3.95 Lakh received for providing glass enclosure for first floor of Head Office

**2) East Region : Bihar Circle - Patna GPO**

- (i) Heritage building in Patna GPO campus was visited.
- (ii) No plan fund was provided for the year 2012-13.
- (iii) In the year 2013-14 Rs, 5 Lakh was allotted for which works related to internal painting and sanitations were carried out.
- (iv) In the year 2014-15 Rs.4.30 Lakh was allotted and spent on water proofing.
- (v) In 2015-16, Rs. 4 Lakh was approved with which works of internal painting, water proofing and sanitary items were taken up.
- (vi) As informed by department officer, budgetary allocations were also provisioned for the heritage building of Bhagalpur. Plan fund of Rs. 2 Lakh was allotted in the year 2014-15 out of which Rs.1.99 Lakh were spent on renovation of floor with tiles.
- (vii) In PTC Darbhanga heritage building in the first phase Rs.4.75 Lakh were approved for swimming pool maintenance and repair. In 2014-15 Rs. 5.0 Lakh were sanctioned.

**3) West Region : Maharashtra Circle – Mumbai GPO**

- (i) The Mumbai GPO heritage building was established in 1913.
- (ii) Total compound area is 22,60,000 sq.ft and the built areas is 12,917 sq.ft.
- (iii) The building is having basement apart from the two floors.
- (iv) As per the information given by Assistant Director Postal services (Legal & Building) and as observed by the evaluation team, Mumbai GPO heritage building is not properly maintained and conserved.
- (v) In rainy season, large portion of the building is having seepage on the wall and ceilings. To repair this seepage issue, only plastics are being tied on the roofs and coal tar is being painted on the walls. This prolonged seepage has weakened the building and at various places, growth of fungus and algae has been observed. The ceilings, iron bars are rusted and weakened due to seepage. The ceiling is so weak that building materials like cement, concrete have started falling off. As per the information given by the staff, there were 3-4 such incidents in past one month, where some staff members were luckily saved from serious injuries.
- (vi) Rs. 51 Lakh was received from FY 2012-13 to 2016-17 and almost entire amount was spent only on arresting seepage and water leakage.

- (vii) As per Assistant Director Postal Services, the work done is not up to the mark for the preservation, conservation and maintenance of the heritage building.

The following **Table 9** summarizes the observations of the team with regard to Heritage Building:-

**Table 9: Statement of Primary Data on Heritage Building**

S. N.	Name of the post office	Year of establishment	Type of preservation work	Year	Observation of Quality of Work	Work Urgently needed to be done
1.	Mysuru HPO	1940	Repair & alteration to delivery area	2013-14		
2.	Patna GPO	1916	Civil work - plastering, painting (Internal & external)		Good but requires to be done again	Plastering & maintenance of sanitary work
3.	Mumbai GPO	1913	Civil work of seepage arresting	2013-14	Plastic and coal tar used not adequate	Major repair work needed

Source: Field survey

Based on the aforesaid observations, the evaluation team felt that the work of preservation and maintenance of Heritage Buildings of DoP needs improvement. The team further felt that it is extremely essential to preserve and maintain the 38 heritage buildings of the department and it is also essential that adequate funds should be allocated under this budget head. It is pertinent to note that the preservation and maintenance of heritage buildings is a costly affair and the work on such buildings cannot be done in half hearted manner. Therefore, there is an urgent need to allocate sufficient budget which can take care of preserving and maintaining some of the more important heritage buildings in a complete manner. The team also suggests that the DoP could consider taking technical assistance from Archeological Survey of India and INTACH in this regard.

#### **K) EXPENDITURE IN CONNECTION WITH PPP**

Since the department has not started any activity with regard to this component, the evaluation team is not in a position to give its observations on this component.

# HERITAGE BUILDING



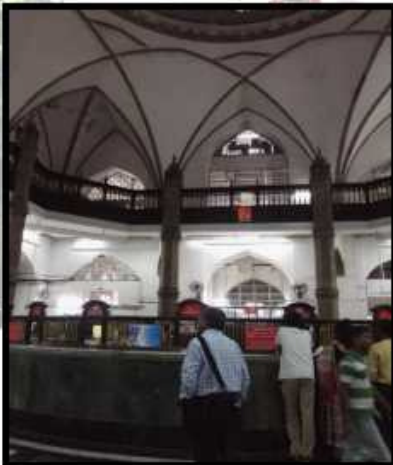
GPO ,Patna



Main Entrance ,  
HPO ,Mysuru



HPO,Mysuru



GPO,Mumbai



Deteriorated Roof Structure,GPO,Mumbai



## SUGGESTIONS

On the basis of our observations in connection with third party evaluation of estates management, the study team suggests and recommends **Continuity of Estate Management Scheme beyond the 12<sup>th</sup> Plan with certain improvements and suggestions**. The summary of Suggestions is given below:-

- 1) The study team is of the view that the set outputs and deliverables in terms of physical and financial targets have generally been achieved. However, it is important to achieve those physical targets which are still incomplete because pendency thereof may incur loss in opportunity cost. It is also important to place on record that there is an urgent need to monitor quality component in all the activities to strengthen effectiveness therein. The non-satisfactory maintenance of functional buildings like cleanliness of the toilets, maintenance of the building ceilings, boundary walls, ATM rooms, rainwater harvesting structures, staff quarters, solar power packs, vacant plots and heritage buildings is a matter of concern. It is therefore suggested that a sustainable mechanism should be devised for maintenance of buildings, lands and assets. The department should also explore the possibilities of outsourcing the day to day maintenance of offices and buildings to private agencies.
- 2) The Estates management scheme provides funds for a set of identified components but the size of the funds for each of the components is insufficient in relation to the overall need of the department to meet its objectives. Since the plan scheme of “Estates Management” was envisaged to provide own building facilities for the departmental post offices, its effectiveness has been satisfactory, however it should be continued with some additions and modifications. There is a need to considerably revise and augment the fund provisions so that appropriate infrastructure is developed to fit in with the requirements. We are strongly of the view that the resources should be used optimally and there should be proper sustainable outcomes for every money spent on the components.
- 3) It is suggested that the components in the plan schemes should be based on “Sustainable model”. On the basis of field visits, it has been found that the

department should continue with a policy of owning its buildings but at the same time the assets should be optimally utilized to make it cost effective and sustainable. It is also suggested that if there is any surplus space in the buildings, it can be rented out to the departments of similar nature to generate revenue and resources. The case of Lucknow GPO may be considered, where building has been rented out to BSNL. The buildings are required to be constructed considering the environmental and gender concerns. The department should also explore the possibilities to diversify its activities and commence additional services in order to ensure that the investments in the aforesaid scheme are more cost effective and sustainable. This will also help to harness available human resources with the department optimally.

- 4) Plan scheme needs to have cost effectiveness which can well be achieved with symmetrical planning in all the identified components. As far as possible, a standard and cost effective model for the buildings should be devised at the level of planning, provisioning and execution. To incentivize the under constructed buildings, the scheme requires to be extended beyond 12<sup>th</sup> plan for the
  - Completion of under constructed buildings coupled with
  - Proper maintenance of boundary walls, and new boundary walls on vacant plots
  - Construction of new ATM rooms, and their maintenance
  - Enlarge the coverage of rain water harvesting structures,
  - Expand coverage of Solar Power Packs,
  - Address Gender concerns comprehensively in all old and new structures
  - Purchase of new plots wherever necessary
  
- 5) The department should construct new buildings on the vacant plots as per requirement thereby reducing the rental burden in a phased manner. These new buildings could be makeshift arrangement with due regards to safety of staff and customers i.e. general public, by constructing such structures which follow the Codes for Earthquake Resistant Structures. The makeshift structure which could be composite structure i.e. having RCC columns, brick wall and roof could be of GI sheets or locally available material like combination of stone slabs & MS I-



Sections. For construction of these structures Department of Posts should adopt latest technology and local building materials. Such structures were seen functioning efficiently at Karnataka - Yelahanka (eCommerce Centre of DoP) and Rajasthan.

- 6) The Department of Posts can give a representation / application to Ministry of Housing and Urban Affairs (former Ministry of Urban Development) and Ministry of Panchayati Raj for approval of such makeshift structure's sample design so as to reduce / eliminate the delays in getting the approval from Development Authority/Urban Local Body(ULB) / Rural Local Body(RLB – Gram Panchayat) / Town Planning Department of the concerned State under whose jurisdiction the vacant plot of the Department lies.
- 7) Since Administrative buildings are expected to accommodate their staff members, its completion is essential to provide effectiveness in service delivery. All under-constructed administrative buildings are required to be completed in order to avoid any loss in the opportunity cost. The land plots purchased by the department experience threats from encroachment by commercial activities, particularly street vendors. Side by side, the tapestries of Heritage buildings are to be preserved as a symbolic expression of ever existing postal services. The cost effective maintenance of heritage buildings requires to be outsourced by devising a model based on Public private Partnership.
- 8) Boundary wall is a significant component in Estates management scheme. Its budget has generally been utilized and the maintenance of constructed walls is essentially required to protect the assets of the department from any possible encroachments and or illegal constructions. The study team strongly recommends that the department should ensure that :
  - All vacant plots which do not have boundaries should be identified and boundary walls should be constructed on each of the vacant plots on priority basis

- Department should ensure that a constant vigilance be kept on the vacant plots and the responsibility should be assigned to the senior most Postal Official of the Division.
- 9) There are a number of ATM rooms constructed in Postal Circles. Though the ATM rooms are well constructed, the functioning of ATM machines confront with certain operational gaps viz. deficiency in power backup, non-functional ACs, shortage of cash etc. The study team is of the view that backup of 7 AH battery is required to be replaced by 14 AH battery to get uninterrupted alternative supply of 30 minutes. Internet connections are suggested to be replaced by V-Set connections to boost the transactional speed and avoid issues emanating from slow speed. Security personnel may also be provisioned to ensure safety and security of the ATM systems including cash. It is recommended that these issues related to ATM rooms are required to be addressed beyond the 12<sup>th</sup> plan.
  - 10) To promote the concept of green buildings and to ensure additional supply of water, rain water harvesting structures are required to be put in place which was provisioned in 12<sup>th</sup> plan. The department should expand the coverage of rain water harvesting mechanism with the target of ensuring every building of the postal department having a rain water harvesting structure. To begin with, Department of posts should prioritize for those buildings which are situated in drought prone areas. The study team has observed that the coverage of rain water harvesting is very less, possibly due to less allocation of funds. The team therefore, recommends for greater budgetary allocation for this component.
  - 11) To make the building energy efficient and energy saver, installations of solar power packs are important. Looking at the sustainability component and national interest at large, installation of solar power packs are essentially required. This would reduce the electricity bills, considerably in long run. It would also provide seamless and uninterrupted power supply to the business transactions at the post offices.
  - 12) In case of North East Region, shortage of technical staff, availability of good local contractors, problems of connectivity, long process of approval from local

municipal bodies are the main reasons for delay in completion of many projects. Many of the posts of engineers in north east are vacant. The superintendent engineer is posted in Kolkata. It is suggested that adequate technical manpower should be posted in every state to expedite the administrative process. In case it is not feasible, the construction works may be outsourced to public sector units like CPWD, NBCC, NPCC etc.

- 13) Cost of raw materials at local levels often fluctuates from the scheduled rates fixed by CPWD in Delhi. Hence, it is recommended that separate rates for raw materials based on local rates in north east be used for calculation of estimated costs.
- 14) Estates management should identify the tailored needs of different regions of the country and accordingly the financial support with prepared architectural design be provided in such a way that the spirit of cost effectiveness is maintained.

## **RECOMMENDATIONS AND OUTCOMES**

1. In sum, the study team is of the view that the scheme Estates Management has largely been successful in achieving the physical and financial targets. As per the official figures, the completion rate of different components of the scheme during the 12<sup>th</sup> five year plan period has been impressive. Also, during the physical inspection and surveys conducted by study team at different regions of the country, it was found that, barring a few cases the scheme has delivered quality outputs in tune with its objectives and targets. Overall, a considerably good standard of construction work has been ensured everywhere and the assets created under this scheme have been providing satisfactory services without the requirement of any major expenditure on repairing or maintenance on them till date. Thus, both the official statistics and physical verifications by the study team substantiate that the scheme has satisfactorily tailored on and delivered the set of targeted outputs.

2. The scheme Estates Management has been undoubtedly effective in creating and provisioning an infrastructure base which is necessary to fulfill the universal service obligations of the Department of Post for providing easy access to postal services by general public. The footfalls of visitors have improved in nearly all places where new offices have been constructed on procured land. Implementation of projects has also led to optimal utilization of vacant plots under its ownership and preventing encroachment on these patches of land. The facilities created for departmental staff are essential for better output and productivity of the workers and keeping a high morale and sense of dignity at the workplaces. The construction of rain water harvesting structures, solar power packs, use of energy efficient materials like LED lights, separate ramps and toilets for disabled-all demonstrates the social and environmental commitments of the department of posts. Thus, in our assessment the scheme has been able to achieve a range of positive outcomes and address a number of infrastructure deficiencies as was envisaged in its aims and objectives.

3. The scheme has performed satisfactorily in terms of completing the projects within the sanctioned budgets. In almost all the projects verified by our field inspection team, the cost overrun is either nil or negligible. The construction of offices, staff quarters or solar power packs has resulted in significant savings in rental payments and electricity bills. Similarly, construction of ATM has opened up door to earning extra revenue from the

users of these services. The study team is however of the view that an enhanced budgetary allocation be made not only for new construction works but also for proper maintenance and renovation of the existing assets.

4. Last but not the least, the study team is of the opinion that the scheme Estate Management should be an ongoing scheme of the department and the team recommends that this scheme should be continued further with greater allocation of resources and keeping in mind certain measures recommended in this evaluation study which largely include :

- Better maintenance of existing facilities/ assets/ heritage buildings,
- Speedy process of administrative approvals,
- Proper maintenance of records of vacant plots,
- Construction of boundary walls around them on urgent basis,
- Expansion of rain water harvesting structures leading to 100% coverage,
- Solar power packs in all newly built offices/ quarters,
- Addressing the shortage of technical manpower particularly in north east regions urgently and
- Efficient utilization of surplus spaces in the buildings and planning of buildings taking into account the expansion and diversification of activities in considerably foreseeable future.



# Annexure I

## Information sheet for Office/Administrative Building

**General information:**

Name of the Office	
Address	
Year of establishment	
Month and year detail of New Building started	
Built up area of the new building	
Whether the land donated or purchased	
Year when land was acquired/procured	
Year when construction started	
Year when construction completed	
Cost of construction	

**Location of the office:**

Distance from

Main road	
Nearest bus stand	
Nearest rickshaw stand	
Nearest rail station	

**Facilities in the building:**

Waiting area: (measurements)	
Drinking water (no. of filters)	
Are these filters RO? (Yes/ No)	
Ramp for disabled persons	
Elevator (in case of > 4 floors)	
Toilets (total)	
Toilets (Male)	
Toilets (Female)	
Toilets (disabled)	
Alternative arrangement of power generator? (generator/ inverter)?	
Does this office have internet connectivity during whole office hours?	
Fire extinguishing facilities available?	
Dining facilities available?	
Number of business windows	
Number of business windows operative	

**Activity-wise allotment of rooms:**

Does this building has enough rooms for carrying out all activities smoothly? (Yes/ No)

Serial number of rooms	Floor	Activity	Area

**Staff strength and visitors:**

Number staff in the office (permanent+ contractual)	
Number of male staff	
Number of female staff	
Number of footfalls daily	

**Repair and maintenance:**

Total number of major repair and maintenance works done in the building:

Details of the major repair/ maintenance work-

Serial no.	Nature of repair/ maintenance work	Month and year	Cost

**Income generation from the property:**

If any part of the office building is used commercially?

If yes then what is the annual income from such commercial use?

Details:

Serial no.	Description	Since when rented out	Annual income

What is the annual rent of similar office building in the locality?

In what way do think the new office building improved the work environment?

Work area has proper light?	
Work has proper ventilation?	
Work area is regularly cleaned?	
Cool environment during summer and warm during winter?	
Enough space for work?	
Sustainable energy generation by Solar Power Packs?	
Sustainable water recharge through RWH?	
Zero waste awareness and its adaptation?	
Proper customer grievance redressal mechanism in place?	
Whether waiting time for customers have reduced?	
Whether footfall of consumers increased after construction of the toilet?	
Any other?	
Comments/ Observations:	

Name and contact of the respondent:

Name of the enumerator:

Date of visit:

Hours taken:

## Information sheet for Staff quarters

### General information:

Name of the housing complex	
Address	
Total number of flats	
Number of flats occupied	
Area of the compound	
Whether the land donated or purchased	
Year when land was acquired	
Year when construction started	
Year of completion of construction	

### Location of the apartment:

Distance from

Main road	
Nearest bus stand	
Nearest rickshaw stand	
Nearest rail station	
Nearest market place	
Nearest school	
Nearest hospital	

### Type of flats available:

Type of flats	Carpet area	Employees (Group)	No. of bedrooms	Number of toilets	Number of kitchen	Whether hall available	Monthly rent of similar type of flat

### General infrastructure:

Whether play ground available	
Whether security guard available for 24 hours	
Whether parking available	
Whether community hall available	
Whether lift/ elevator available in all towers (>4 <sup>th</sup> floor)?	
Whether water available 24 hours?	
Whether electricity available 24 hours?	
Whether there is alternative power arrangements during load shedding?	
Whether solar panel available?	
Whether rain water harvesting facility available?	
Whether fire extinguishing facilities available?	

### Repair and maintenance:

Total number of major repair and maintenance works done in the buildings after inauguration:

Details of the major repair/ maintenance work-

Serial no.	Nature of repair/ maintenance work	Month and year	Cost



**Management:**

Is there any managing committee?	
How frequently the committee meets?	

Comments/ observations
------------------------

Name and contact details of the respondent:

Name of the enumerator:

Date of visit:

Hours taken:

## Information sheet for ATM

### General information:

Location of the ATM	
Month/Year of installation	
Expenditure incurred	
Average daily value of transaction from the ATM (in Rs.)	
Average number of transactions per day?	
Size of the ATM room	
Is the room owned or rented?	
What is the annual rent paid in case of rented room?	

### Working status, repair and maintenance:

Is the ATM working at the time of inspection?	
If not what is the problem?	
Is the air conditioner working at the time of inspection	
If not what is the problem?	
Details of major repair and maintenance	
Month and year	Type of work done

What all functions this ATM performs?

Functions	Are these functions properly performed at the time of inspection?
1.	
2.	
3.	
4	
5	

Comments/ Observations
------------------------

Name of the respondent:

Name of the enumerator:

Date:

Time taken for interview:

## Information sheet for Heritage Building

### 1. General information:

Name of the heritage building	
Address/ location	
Year established	
Total staff working	
Total area of the compound	
Total built- up area	

### 2. What are the preservation works completed under 'Estates Management' scheme in the heritage structure?

S. N.	Type of work done	Financial year	Amount received	Amount spent	Brief description of the work	Is it properly working? in good condition at the time of inspection?

### 3. Is there any preservation work ongoing in the heritage structure under Estates Management scheme?

S. N.	Type of ongoing work	Brief description	Date of starting	Expected completion date	Sanctioned cost	Expenditure made so far

### 4. Is there any additional work proposed/ waiting for sanction at the moment?

S. N.	Type of work proposed/ waiting for sanction?	Date of proposal	Has the proposal being sanctioned?	
			If yes date of sanction	Expected date of start of work?

### 5. Scope for further works

S.N.	What are the major additional maintenance/ new works required in the structure

### 6. Funds received under Estate Management scheme:

Year	Amounts received:
2012-13	
2013-14	
2014-15	
2015-16	
2016-17	

**General infrastructure:**

Whether lift/ elevator available?	
Whether there is enough drinking water?	
Whether ramp for disabled persons available?	
Toilet for disabled persons?	
General cleanliness of the area?	
Whether solar panel available?	
Whether rain water harvesting facility available?	
Whether fire extinguishing facilities available?	

Comments/ observations
------------------------

Name and contact detail of the respondents:

Name of the enumerator:

Date:

## Information Sheet for Rainwater Harvesting

### General information:

Location of the Rainwater harvesting structure	
Month/Year of installation	
Expenditure incurred	
Total roof area contributing to RWH	
Whether groundwater is recharged directly through bore-well or there is underground tank for storage of water?	
Capacity of storage (size of tank):	
Average water stored:	
What are the uses of stored rain water:	

### Working status, repair and maintenance:

Was the rain water harvesting structure fully functional during the last one year?	
Is there any the operational difficulties faced during last one year?	
How many times regular servicing is done on the structure after installation?	
How many times major maintenance work is done on the rain water harvesting structure during last one year?	
Details of major repair and maintenance	
Month and year	Type of work done

Comments/ observations:

Name and contact of the respondent:

Name of the enumerator:

Date:

Time taken for interview:

## Information sheet for Solar Power Panels

### 1. General information:

Name of the post office	
No. of staffs	
Month/Year of installation	
Cost incurred for installation	
Capacity of electricity generation daily	
What are the electrical equipments run by the SPP?	
Is the electricity generated is enough for meeting the office's requirement?	
How many hours of battery back- up is there?	

### 2. Working status, repair and maintenance:

Was the solar power pack fully functional during the last one year?	
If not, how many days it was out of order?	
What are the operational difficulties faced during last one year?	
How many times major maintenance work is done on the solar power pack during last one year?	
Details of major repair and maintenance	
Month and year	Type of work done

### 3. Electricity bills for moths (to be collected for same two months- one before installation of SPP and one after SPP):

S.N.	Month & year	Units consumed	Amount of Bill (Rs.)
Before installation			
After installation			

Comments/ observations:
-------------------------

Name and contact details of the respondent:

Name of the enumerator:

Date:

Time taken for interview:

### Information sheet for Gender Concerns

Name of the post office	
Address of the post office	
What works related to gender concerns done in the office	<ol style="list-style-type: none"> <li>1. Toilet construction</li> <li>2. Any other work (please specify)</li> </ol>
Year of construction	
Expenditure made on the toilet?	
Is the toilet made for women easily accessible	
Is the toilet regularly cleaned?	
Does toilet have enough water?	
Does the toilet have adequate lights?	
Any other problems regarding the toilet (please specify)	

Comments/ observations:
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Name and contact details of the respondent:

Name of the enumerator:

Date and time taken for interview: