

CHAPTER – VIII

Manpower Management

Adequately trained, experienced and sufficient manpower is a pre requisite for the functioning of any agency involved in Heritage Conservation. We found that the organisations engaged in heritage conservation in India were facing an acute shortage of technical manpower.

8.1 Manpower Management in the ASI

8.1.1 Shortage of Manpower

The overall position of sanctioned strength vis-à-vis men in position in different cadres revealed an acute shortage of staff. With the passage of time, the work profile and scope of work had undergone sea change in the ASI. This adversely affected the performance and output of the organisation. The shortage ranged between 21.4 per cent to 41.7 per cent as given in the table below:

Table 8.1 Position of manpower of the ASI

Sl. No.	Classification of posts	Sanctioned Strength	Filled	Vacant	Percentage of Vacancy
1.	Group A	235	137	98	41.7
2.	Group B	459	328	131	28.5
3.	Group C	1599	1257	342	21.4
4.	Group D	6152	4275	1877	30.5
Total		8445	5997	2448	28.9

We noticed that four posts of ADG Archaeology and 18 posts of Joint Directors General, which were newly created in 2011, were lying vacant since their creation.

8.1.2 Capacity Building for Conservation

Capacity building of staff through proper training and deployment is crucial for the proper execution of conservation works. Heritage Conservation required adequate specialisation, technical knowledge and close supervision.

We found that the ASI had a full fledged cadre for conservation work. This ranged from the Director (Conservation) to the Foreman (Works) in addition to various technical posts of engineers and conservators. The Sub Circle offices were headed by Conservation Assistants, responsible for carrying out the conservation works on the monuments, with the help of Foreman under the guidance of the Assistant/Deputy Superintending Engineers. The Horticulture and Science Branches had technically qualified staff to carry out environmental and chemical conservation works respectively.

8.1.3 Vacancies and Shortfalls in Technical Cadre

The sanctioned strength of the three main conservation Branches mainly included the technical posts of archaeologists, engineers, horticulturists and chemists. Even at the group 'D' level, the monument and garden attendants played a significant role in the preservation and conservation of monuments. The staff position of these Branches was as follows:

Table 8.2 Details of vacancies in conservation Branches

	Sanctioned posts	Filled posts	Vacant Posts
Conservation Branch	503	369	134
Horticulture Branch	114	106	8
Science Branch	140	123	17
Total	757	598	159

Thus, out of the 757 sanctioned posts for conservation works, 159 posts (21 per cent) were vacant. Besides this, out of the 1267 posts of Garden Attendants, in the Horticulture Branch, 246 posts (19 per cent) were vacant.

The Parliamentary Standing Committee in its report of 2005 had also expressed concern on the vacancies in crucial technical cadres.

8.1.4 Shortage of Monument Attendants

Monument Attendants of the ASI were responsible for day to day maintenance of the monuments including vegetation clearance, cleaning, dusting, sweeping, regulating the visitors, rendering assistance in the sale of entry tickets, etc. besides security. The ASI had 3678 existing monuments. Out of 3458 sanctioned posts, 1279 (37 per cent) posts of Monument Attendants were vacant. Consequently most of the monuments had no full time guards. The cases of theft, encroachment, unauthorised constructions etc in the monuments which have been discussed in

chapter 9 could be attributed to shortages in staff strength of monuments attendants.

8.1.5 Distribution of Work

The distribution of work was also uneven and in some cases Conservation Assistants had as many as 50 monuments, spread out geographically, under their control. This made the task of regular supervision and close monitoring practically impossible. For instance, in the Agra Circle, monuments under the control of a Conservation Assistant were more than 30 kilometers away from the Circle office and spread over various districts.

8.1.6 Use of Technical Staff for Administrative Works

The cadre of Conservation Assistant (CAs) is the crucial cadre for maintenance, security and upkeep of a monument. We found that the CAs were overloaded with administrative works, viz. daily receipts and deposit of revenue, monitoring of security, handling of legal cases, issue of notices to unauthorised constructions and other routine work. These additional responsibilities significantly reduced the time available with them for their prime responsibility of documentation, execution and supervision of ongoing conservation works.

8.1.7 Unclear Reporting: Hierarchy

The Science Branch had three divisional offices (each headed by a Superintending Archaeological Chemist (SAC)) and 11 zonal offices (headed by Deputy Superintending Archaeological Chemist (DSAC)). There was no specified criterion distinguishing between divisional and zonal offices. Some of the zonal offices (e.g. Zonal Office Delhi) were directly reporting to the Director (Science) whereas others (e.g. Zonal office Patna) were reporting to the concerned divisional office. Similarly the extent of jurisdiction also differed from one zonal office to another. Some were exclusively looking after the monuments in one Circle, whereas in other cases, the jurisdiction extended to several Circles.

8.2 Efforts to Fill the Vacant Posts

8.2.1 Recommendations of Committees

The manpower management of the ASI was reviewed from time to time in the past by various committees as given in the table below:

Table 8.3 Recommendations of the committees on manpower

Sl. No.	Committee	Year	Action taken on the recommendations
1.	Wheeler Committee	1965	Not provided to audit.
2.	Estimates Committee of Lok Sabha	1973-74	The recommendations of these committees were taken up when they were already outdated.
3.	Expert Group on Archaeology, Mirdha Committee	1983-84	No action was taken on the report of the Committee.
4.	Vth Central Pay Commission	1997	Recommended constitution of a Central Archaeological Service comprising cadres of Archaeologists, Scientist, Epigraphists and conservationists in the ASI. The recommendations were not implemented.
5.	Review Committee under Prof. B.B. Lal	2001	Recommendations were broadly accepted by the Government of India but none of the recommendations had been implemented so far.
6.	Moily Committee	February 2010	Recommendation had not been implemented so far.

We could not ascertain the reasons for non-implementation of these recommendations. This adversely affected the functioning of the ASI.

8.2.2 Recruitment through Staff Selection Commission (SSC)

We noted that recruitment through SSC was yet to materialise (November 2012) as the ASI and the SSC could not reach an agreement relating to the percentage of marks criteria for SC, ST and OBC candidates. As a result, there were 80 vacancies in various cadres against the sanctioned strength of 178.

8.2.3 Appointment of Consultants

In order to meet specific requirements, the ASI had also engaged 21 Consultants in various fields, viz conservation, legal, human resource, etc. from time to time after taking approval of competent authority i.e. IFD. The ASI had also outsourced 31 data entry operators, stenographers, cooks etc. during 2009-10 to 2011-12.

We found that all these contractual appointments in Circles were for routine office work and not for undertaking the core activities of the ASI. Hence, the shortages in the crucial cadres were not bridged by even appointment of consultants.

8.2.4 Non formulation of Recruitment Rules

We noted that the newly created four posts (2011) of ADG archaeology, and eighteen posts of Joint Director General were vacant as the Recruitment Rules (RRs) had not been framed till date. Further 14 posts of Deputy Superintending Archaeological Engineer, one Deputy Superintending Epigraphist (Sanskrit inscriptions), two senior artists, four Modeller Grade II, two mechanics and many Group 'D' posts were vacant as Recruitment Rules were under revision.

The Institute of Archaeology was founded in 1958-59. As a part of its upgradation, the Ministry of Finance approved the creation of 45 posts in different categories w.e.f. April 1985. These posts were also not filled up for want of Recruitment Rules. No priority was accorded to this work and as a result, the posts continued to remain vacant.

8.3 Failure to Obtain Status of a Scientific Department

In accordance with the recommendation of a group set up by the Department of Science and Technology, the Secretary, Department of Science and Technology had approved the ASI as a Science and Technological institution with effect from May 1989. The ASI was designated as "Science and Technology department" vide notification of October 1989 by the Ministry of Human Resource Development. We noticed that for this purpose information on the scientific and technical achievements, functions, activities, research of the Directors and Chief Horticulturist was to be submitted to the Ministry in the prescribed proforma. However, the ASI was unable to collect the data as of November 2012. As a result, the department could not be included within the framework of a Science and Technology Institution.

8.4 Functioning of Regional Directorates

Five Regional Director's (RD) were formed (April 2009) with a view to serve as an interface between the Directorate General (DG) and the field offices. The function of the RD office was to guide, supervise and control the field offices. We noted that the Regional Directorates were functioning without supporting staff and in most cases the Superintending Archaeologists were holding the additional charge of Regional Directors.

The ASI's efforts to fill in the vacancies were thus found inadequate. The Ministry also failed to provide the required oversight to address this pressing issue.

8.5 Manpower Management of Museums

Similarly it was noticed that the museums were all also under staffed. The details of sanctioned and vacant posts in museums were as follows:

Table 8.4 Position of vacant posts

Sl. No.	Name of the Museum	Sanctioned strength	Vacant posts	Period of vacancy
1.	National Museum	276	122	Some of the posts were vacant since 1983
2.	Allahabad Museum	86	15	Not available
3.	Salar Jung Museum	166	39	One year seven months to 16 years
4.	Indian Museum	209	60	Not available
5.	Victoria Memorial Hall	176	53	Four months to 25 years and one month
6.	Asiatic Society, Kolkata	257	45	Four months to two years and three months

The National Museum functioned without a full time Director General during September 2007 to 2011.

Recommendation 8.1: *The Ministry should take immediate steps to resolve manpower shortages especially in the crucial cadres engaged in Conservation related works.*

The Ministry intimated (May 2013) that the restructuring proposal of the ASI is being worked out to address the shortage of manpower on long term basis.

8.6 Manpower Management in NMA

8.6.1 Irregularities in Selection of Members

A selection committee chaired by Cabinet Secretary was constituted to appoint the whole time and part time members of the NMA. The committee included three experts viz. Prof A.G.K. Menon (conservation expert), Prof B.N. Goswamy (eminent art historian) and Shri Balkrishna Doshi (eminent architect). **No records were submitted to audit by the ASI, in respect of the basis of selection of these three experts.**

Department of Personnel & Training (Ministry of Public Grievances & Pensions) vide their letter dated 22nd June 2010 instructed that the maximum age at the time of selection of members of the authority should not be more than 59 years and the minimum age should be 55 years for such appointment.

However, in the advertisement released by DG ASI, seeking the application for appointment as a member, with no minimum age mentioned and the maximum age mentioned was 67 years. Though the 'errors' in the advertisement were noticed before processing the applications and proposal was submitted to issue a fresh advertisement after incorporating the instructions of Department of Personnel & Training, DG ASI decided to go with the applications received through erroneous advertisement.

Reasons for not following the instructions of Government of India, (Department of P&T) were not recorded at any stage.

Interestingly, for members of NMA, applications were invited from the eminent professionals with proven experience and expertise in the fields of

- archaeology,
- country and town planning,
- architecture heritage,
- conservation architecture or
- law.

There was nothing on record to elucidate this selection of subjects. No details of minimum experience were mentioned in the advertisement. We could not appreciate the reasons for including "law" as one of the field of expertise as the work does not include complex legal issues.

In response to an advertisement released in 10 newspapers in October 2010, 163 applications were received which were shortlisted by these three experts and then interviews were called for the 15 shortlisted candidates by the selection committee. 15 shortlisted candidates were those candidates who were selected either by three of the experts or by two of the experts. We found only two lists of shortlisted candidates in record - one mentioning the number as 13 and the other as 15. However the list of shortlisted candidates by Prof. BN Goswami was not found in record. In the absence of this, the authenticity of shortlisted candidates by three experts cannot be ensured. It was also not recorded, on what basis this short listing was done by these three experts.

The list of 163 candidates also was not full proof as the name of one of the candidate Dr VN Paranjape was mentioned thrice in the list. Reasons for the same were not submitted to audit. The committee headed by Cabinet Secretary interviewed the shortlisted candidate and finally selected only one whole time member and two part time members.

8.6.2 Non Filling Up of Posts

Thirteen posts were sanctioned for NMA, however, it was noticed that out of the 13 sanctioned posts, only three posts viz Member Secretary, Administrative Officer and Photo Officer⁵⁷ were filled up and the balance 10 posts were vacant. In the absence of full time employees, NMA hired 19 consultants with a monthly remuneration ranging from ₹ 15000/- to ₹ 50,000/- besides hiring the clerical and class IV staff through a recruitment agency. One of the reasons for not filling up some of the posts was non-receipt of applications for the suitable candidates as the pay scales in ASI for the similar posts⁵⁸ are higher than in NMA. The NMA never took up the issue with the ASI or Ministry for fixing the pay scales at par with ASI.

Thus, while the ASI attributed almost all shortcomings in performance to lack of proper manpower, the Ministry showed no urgency to rectify the situation. This indicated that the Ministry failed to exercise adequate oversight over this critical issued.

⁵⁷ Member Secretary assumes additional charge of NMA in November 2010 and resumes the full fledged charge in March 2011. Both other officers are on deputation from ASI since June-July 2011.

⁵⁸ Posts of Architectural Drawing Officer and Survey Officer having grade pay of ₹ 4600 in ASI and ₹ 4200 in NMA.