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NATIONAL BOOK TRUST

MINISTRY OF HUMAN RESOURCE
DEVELOPMENT
(DEPARTMENT OF EDUCATION)

HUNDRED AND SIXTIETH REPORT



**LOK SABHA SECRETARIAT
NEW DELHI**

**HUNDRED AND SIXTIETH
REPORT**

**PUBLIC ACCOUNTS COMMITTEE
(1988-89)**

(EIGHTH LOK SABHA)

NATIONAL BOOK TRUST

**MINISTRY OF HUMAN RESOURCE DEVELOPMENT
(DEPARTMENT OF EDUCATION)**

Action taken on 99th Report (Eighth Lok Sabha)



Presented to Lok Sabha on 24.4.1989

Laid in Rajya Sabha on 24.4.1989

**LOK SABHA SECRETARIAT
NEW DELHI**

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PUBLIC ACCOUNTS COMMITTEE
(1988-89)

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* Appointed as Chairman w.e.f. 5.9.1988 *vice* Shri C. Madhav Reddy who resigned from Chairmanship of the Committee.

@ Appointed w.e.f. 7.12.1988 *vice* Shri Kalpnath Rai who ceased to be a member of the Committee on his appointment as a Minister of State.

INTRODUCTION

1. The Chairman of Public Accounts Committee as authorised by the Committee, do present on their behalf this Hundred and Sixtieth Report on action taken by Government on the recommendations of the Public Accounts Committee contained in their Ninety-Ninth Report (Eighth Lok Sabha) on National Book Trust.

2. In their 99th Report, the Committee had commented on measures taken by the National Book Trust to boost the sale of its books as half hearted and had suggested that Kendriya Vidyalaya Sangathan should be approached to get its books for their libraries. It was also suggested that the Central and State Governments could also be induced to subsidize grants for libraries in the form of books from National Book Trust.

3. The Committee have deprecated that the efforts being made to sort out the issue with the Kendriya Vidyalaya Sangathan etc. etc. are not serious enough. The Committee have desired that the matter be pursued with the Kendriya Vidyalaya Sangathan at an appropriately higher level.

4. The Committee have further desired that the Government should keep a strict watch over completion of statement of total short fall of revenue so that National Book Trust arrive in a position when it may be able to keep a proper account of the expenditure on publication and their sale proceeds.

5. The Committee considered and adopted this Report at their sitting held on 20 April, 1989. Minutes of the sitting form Part II of the Report.

6. For facility of reference and convenience, the recommendations and observations of the Committee have been printed in thick type in the body of the Report, and have also been reproduced in a consolidated form in the Appendix to the Report.

7. The Committee place on record their appreciation of the assistance rendered to them in the matter by the office of the Comptroller and Auditor General of India.

NEW DELHI;
April 20, 1989
Chaitra 30, 1911 (Saka)

AMAL DATTA
Chairman,
Public Accounts Committee

CHAPTER I

• REPORT

1. This Report of the Committee deals with the action taken by Government on the Committee's recommendations and observations contained in their Ninety-Ninth report (Eighth Lok Sabha) on paragraph 4 of the Comptroller & Auditor General of India for the year 1984-85, Union Government (Civil) Volume-III regarding National Book Trust.

2. The Committee's report contained 35 recommendations. Action Taken notes have been received from Government in respect of all the recommendations/observations.

3. The action taken notes are categorised as given in the Appendix I.

4. The Committee expect that final reply to the recommendation in respect of which only interim reply has so far been furnished will be submitted.

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

Sales Promotion of NBT Publications

6. The Committee had in their earlier report* commented on the measures taken by the N.B.T. to boost the sale of its books as half hearted and had suggested that Kendriya Vidyalaya Sangathan should be approached to get its books for their libraries. They had also suggested that the Central and State Governments could also be induced to subsidize grants for libraries in the form of books from N.B.T. They had further suggested that sales counters should be opened in Universities, Colleges and other Institutions to boost its sales.

7. The Ministry have in their Action Taken Note informed that extensive efforts are being made by the N.B.T. now to boost the sales of its publications and that various Institutions are being approached for purchase of its publications. It has also been stated that officers of the N.B.T. have been visiting State Governments for bulk purchase of books published by Trusts and letters have been written to all State Governments/Kendriya Vidyalaya Sangathan for purchasing N.B.T publications.

8. The Committee are not satisfied with the above reply of the Government and deprecate that the efforts being made to sort out the issue

* Para 1.143 of the Report

with the Kendriya Vidyalaya Sangathan etc. etc. are not serious enough. The Committee would like the matter to be pursued with the K.V.S. at an appropriately higher level and would like to be apprised of the outcome of these efforts. The Committee note with dismay that the Government have not reacted to their earlier suggestion that the Central and State Governments could also be induced to subsidize grants for libraries in the form of books from N.B.T. and they would like the Government to consider this suggestion and apprise the Committee about the results of the consideration.

Account of Expenditure on Publications and their Sales Proceeds

9. In their earlier Report* the Committee had expressed dissatisfaction over the fact that the NBT have not kept proper account of expenditure on publications and their sale proceeds in utter disregard of the Committee's earlier recommendations and had also suggested reconstitution of the NBT.

10. In their Action Taken Note the Ministry have stated that the form of accounts has since been got approved by the C&AG of India and have also stated that posts of Dy. Director (Costs) and Cost Accountants have been created and advertised. They have also stated that the NBT has also been reconstituted.

11. The Committee would like to know whether the posts have actually been filled by now and whether the work of preparation of statement of total shortfall of revenue realised over cost since its inception has already been taken up. The Committee would like the Government to keep a strict watch over completion of the requisite statement so that NBT arrives in a position when it may be able to keep a proper account of the expenditure on publications and their sale proceeds. They would like to be apprised of further developments in this regard.

Preparation of Annual Publishing Programme

12. In their earlier report** the Committee had desired that the trust should prepare their annual programme simultaneously laying down annual targets of publication under each of eight series and also revise honorarium/royalty paid to the authors so as to attract eminent authors. It was also recommended that while fixing the rates of honorarium/royalty, the rates paid by the private publishers to authors should be kept in view.

13. In their action taken note the Government have stated that the work of preparing annual publishing programme for each of the series for the year

* Para 1.44 of the 99th Report

** Para 1.150 of the 99th Report

1988-89 is now under progress and a proposal is under consideration for payment to authors for all future publications of the Trust on royalty basis.

14. The Committee would like to know whether the work of preparing annual publishing programme for the year 1988-89 has actually been completed. The Committee would also like to know as to what extent it has been possible to attract eminent authors for writing books for the National Book Trust. They urge the Government to keep special watch on the completion of this work so that it is possible to attract talent for the books to be written for the National Book Trust.

Clearance of Unsold Books

15. In their earlier Report* the Committee have stated that out of 7.55 lakh copies of 579 titles, 0.71 lakh copies priced at Rs. 7.39 lakhs were damaged during flooding of godown while 1.82 lakhs copies valued at Rs. 20.39 lakhs were lying unsold in the godowns hired by NBT and had desired that concerted efforts should be made to sell these books.

16. In their action taken note the Government have stated that special efforts are being made to promote sale of Aadan Pradan books and have also stated that constant evaluation of the series is also being done.

17. The Government have not intimated the steps taken to dispose of the books damaged during flooding which were lying unsold in godown hired by the NBT. The Committee would like to know the position in this regard and would urge the Government to make concerted efforts to dispose of these books. They would also like to be apprised of further developments in this regard.

* Para 1.158 of the 99th Report

CHAPTER II
RECOMMENDATIONS/OBSERVATIONS THAT HAVE BEEN NOTED
AND ACCEPTED BY THE GOVERNMENT

Recommendation

The National Book Trust (NBT) was constituted in 1957 and registered as a Society in 1959 for producing and making available good literature in all Indian Languages at moderate prices and fostering book mindedness in the country. The Trust is managed by a Board of Trustees under a Chairman appointed by the Government of India, Besides its headquarter at New Delhi, the Trust has regional offices at Bombay, Bangalore and book centers at Amritsar, Hyderabad, Mysore, Shantiniketan and Calcutta, the Trust has appointed 21 whole-sale book distributors and 21 stockist for its publication. Books are also made available through the sales emporia of the Publications Division and through the book centers set up by the Trust. The publishing programme of the Trust cover books that are both informative and educative and are meant for lay reader as well as specialist. Range of subjects covered in these series include Mythology, Religion, History, Folk tales, Festivals, the country and its people, the freedom movement, the Birds and Animal, Science and Technology. The books published under Aadan Pradan and Nehru Bal Pustakalaya series stress on National Intergration and foster a sense of Unity and oneness by providing books in regional languages all over India. However, the Trust has published very few books relating to classical literature of India because this work is being undertaken by the Sahitya Akademi.

To ensure coordination between the organisation, President, Sahitya Akademi is appointed a member of Board of Trustees of the National Book Trust.

[Sl. No. 1, Para No. 1.139 of Appendix IV to 99th Report of PAC
(8th Lok Sabha)]

Action Taken

These are observations and give a historical background in order to make NBT books available throughout the country, about the functioning of the National Book Trust and no Action Taken Report is required against this recommendation. The comments of the Public Accounts Committee have,

however, been noted for future guidance, and it is ensured that coordination will be made with Sahitya Academy while publishing the books relating to classical literature.

[Ministry of Human Resource Development (Deptt. of Education)
O.M. No. 18-1/86-BP. II (Vol. IX) dt. 17 May, 1988]

Recommendation

In addition to its own scheme of publishing books called Normal Activities, the Trust undertakes special schemes assigned to it by the Ministry of Human Resource Development (Deptt. of Education) such as Nehru Bal Pustakalya, Aadan Pradan, Subsidy Scheme and Core Books. The Trust also implements schemes financed by the UNESCO, National Book Development Council etc. The committee are concerned to note that during its 30 years of existence, the NBT has so far produced only 3101 titles 2368 original/translation titles and 733 reprints. Considering the size the country and the population of literate people, the number of books published by the National Book Trust is proportionately very small. It seems that the NBT have made its thrust of activities in organising book fairs and exhibitions at the International, National and Regional level as is evident from the fact that it has so far organised 7 world Book Fairs, 13 National Book Fairs and about 110 book exhibitions instead of producing good literature books.

[Sl. No. 2, Para No. 1.140 of Appendix IV to 99th Report of PAC
(8th Lok Sabha)]

Action Taken

In order to ensure that remedial action is taken to publish more books, the National Book Trust constituted an Editorial Committee on 10th July, 1987 to examine the editorial problems and to suggest measures for publishing more original titles. The said Committee held meetings on 27th July, 7th Sep., and 10th Dec., 1987 and made some useful recommendations, As a result of these recommendations, the Executive Committee of the National Book Trust has, in its meeting held on 4th March, 1988, decided that honorarium, paid for editing the manuscript may be enhanced upwards. The revised rate of honorarium will be between Rs. 500/- to Rs. 1000/- per manuscript depending upon the subject and volume of the manuscript. It has further decided that the fees paid for reviewing the manuscripts should also be raised form Rs. 200 to Rs. 500 per manuscript depending upon the subjects and the volume of the manuscript. Some other steps being taken are as under:

- (1) Language-wise screening of manuscripts with NBT is being undertaken with the help of expert committees.

- (2) Language advisory panels are being reconstituted for a period of three years.
- (3) The advisory panel for the Nehru Bal Pustakalaya series has been reconstituted and new panels are being reconstituted for series like India—the Land and People, National Biography, Popular Science, Rural Publishing Programme, etc. These panels will suggest new titles to be published under these series.
- (4) It is proposed to issue advertisements in newspapers and magazines for submission of books and manuscripts for the Nehru Bal Pustakalaya series and the Rural Publishing Programme for consideration for publication.
- (5) It is proposed to make co-publishing arrangements in various languages with academies/cooperatives and other non-profit making bodies which are active in the field of publishing and distribution. The Trust is already in contact with the Telugu Akademi, Hyderabad.
- (6) For introducing new titles in the Aadan Pradan scheme and the scheme of publishing translation of classics in Indian Languages, a large number of writers, critics and intellectuals are to be contacted in various language areas for suggesting outstanding books for publication. These suggestions will be considered by the language advisory panels after being screened by NBT's editorial staff.
- (7) It is proposed to organise workshops in collaboration with State Governments and the State Resource Centres for Preparation and publication of books for the neo-literates and school drop-outs.
- (8) It is proposed to hold a colloquium of distinguished writers and critics towards the end of May, 1988 to finalise the publishing policies for 1988-89 and 1989-90.

It is expected that number of new titles published during the year 1988-89, will increase by at least 50%.

[Ministry of Human Resource Development (Deptt. of Education)
O.M. No. 18-1/86-BP. II (Vol. IX) dt. 17 May, 1988]

Recommendation

The National Book Trust was examined by the Public Accounts Committee in 1964-65 and again in 1972-73. The Tarachand Committee which evaluated the work of the Trust upto the 31st December, 1961 found that the scheme of production of literature by the Trust was almost too comprehensive and therefore neither useful nor practical. That Committee had also suggested

streamlining the organisational set up and recommended certain changes in the composition and functions of the Trust. The Public Accounts Committee (1964-65) were also not satisfied with the quality of literature produced by the Trust and desired that more thought should be given to this aspect. They also recommended that "It was necessary to keep a proper account of the expenditure on publications and their sale proceeds with a view to assessing the economics of pricing system and working of the Trust". Again the Public Accounts Committee (1972-73) felt the need for the review of the working of the Trust with a view to assessing the extent of realisation of its objective and in pursuance of those recommendations the Government of India had appointed a committee under the Chairmanship of Prof. Niharaaranjan Ray to review the working of the National Book Trust. As is evident from the succeeding paragraphs the Trust did not implement the recommendations of this committee as well as of the other two committees appointed by Government to review its working and has also failed to achieve its main objective of producing good number of books and thus fostering book mindedness in the country.

[Sl. No. 3 (Para No. 1.141) of Appendix IV to 99th Report of PAC
(8th Lok Sabha)]

Action Taken

As per advice given by the Public Accounts Committee during 1972-73, the working of the NBT was reviewed by a committee headed by Prof. N. R. Ray. The recommendations made by this committee were examined in depth and action taken notes on the recommendations contained in the 86th report of the PAC (5th Lok Sabha) were also forwarded to the Lok Sabha Sectt. vide this Ministry's u.o. No.F. 18-2/73-BP-II (vol. II) dated 5 August 1976. Thereafter, the working of the NBT was got examined by a Management Team of the Administrative Staff College, Hyderabad. Majority of the recommendations made by this committee were also accepted by the Government.

The functioning of the NBT is reviewed periodically by the Executive Committee of the Trust and their annual reports are also laid in Parliament. PAC has examined various programmes of the NBT in details. No useful purpose will be served in reviewing the working of the NBT in the immediate future. The working of the Trust can be reviewed by an expert committee after the end of the 7th plan.

[Ministry of Human Resource Development (Deptt. of Education)
O.M. No. F18-1/86-BP. II (Vol. IX) dated 17 May, 1988]

Recommendation

The committee also find that 27 per cent of total copies printed are lying unsold and that in the case, the percentage of unsold books even exceeds 33 per cent of Assamese, Sindhi and Urdu books. It was admitted by the Special Secretary, Department of Human Resource Development, during evidence that the marketing or sale is not very active. That indeed is the weakness in the organisation. 'In this connection the Committee note from their 6th Report (5th Lok Sabha) that contracts were executed with eminent distributors in the country language-wise in respect of all the titles published with the guarantee that they would take over the stock after a certain period. The progress made in the sale of the stock through the distributors was to be reported to this Committee in due course. The Committee would like to know as to how 27 per cent of the copies printed remained unsold with the Trust in spite of the above contracts. The steps taken to sell/dispose of all these books may also be intimated to them. There is steady falling in the number of titles brought out and annual average of original titles from 1970-71 to 1984-85 as would be seen from the following details:

<i>Year</i>	<i>Number of titles brought out</i>	<i>Annual average of original titles published</i>
1970-71 to 1974-75	245	49.0
1975-76 to 1979-80	186	37.2
1980-81 to 1984-85	155	31.2

The government should make special efforts to activate the NBT which has miserably failed in achieving its objective.

[Sl. No. 7, Para No. 1.145 of Appendix IV to 99th Report of PAC
(8th Lok Sabha)]

Action Taken

The Trust had made arrangements initially for distribution of its books with the distributors in the country on sole selling agency basis. The books used to be supplied on consignment basis on their publication. Over a period of time the Trust faced a difficult situation and found that huge stocks were lying unsold with selling agents and the payment was not forthcoming as the books were supplied on sale and return basis. The books also got affected by climatic condition over a period of time and the distributors found it difficult to sell those books. The Trust, on the request of the distributors, had to take back the unsold stock and decided to discontinue with the sole selling arrangements.

Since then the Trust is using other conventional and non-conventional methods of distribution which includes appointment of stockists and distributors on commission basis. The clauses of the existing agreement with the distributors and stockists are being reviewed to make them more effective and result oriented and further progress in the matter will be intimated to PAC later on.

2. Extensive efforts, as recommended by the PAC, are being made by the National Book Trust now to boost the sales of its publications. Schools under the Kendriya Vidyalaya Sangathan, Navoday Vidyalaya Sangathan, State Governments, Colleges and Public libraries all over the country are being approached by the National Book Trust for purchase of its publications. In addition to visits by the Field Representatives, other officers of the Trust, including language Assistant Editors, have been visiting State Governments for bulk purchase of books published by the Trust.

3. A provision of Rs. 10 lakhs has been provided in the Budget of the National Book Trust for the year 1988-89 for sales promotional activities including setting up of book kiosks. A detailed scheme is being drafted which will be placed before the next meeting of the Executive Committee of the National Book Trust.

4. A Committee was also constituted by the Executive Committee in its meeting held on December 29, 1986 to suggest ways and means for the expeditious and proper weeding of old publications.

5. The Committee, after having examined the rules framed by NCERT and Publications Division and the procedures followed by the Sahitya Akademi, has suggested the modification of the existing National Book Trust, India (weeding of publications) Rules 1975 keeping in view broadly the following objectives:

1. Slow moving titles should be weeded out after 5 years to reduce expenditure on storage and other overheads;
2. Copies weeded out should reach as many readers as possible in order to fulfil the basic objectives of the Trust;
3. The weeding out rules should be simple as to ensure expeditious implementation; and
4. The Executive Committee should be empowered to relax any of the provisions of the rules.

The recommendations made by this Sub-Committee were approved by the Executive Committee of the National Book Trust in its meeting held on 4th March, 1988. Now the matter is being referred to the Integrated Finance Division for concurrence.

6. As regards the declining trend in publishing original titles, the National Book Trust constituted an Editorial Committee on 10.7.1987 to review and

prepare a long term publishing programme, so that more original titles could be brought out. As explained in detail under para 1.140, efforts are being made to publish more original titles. The work of preparing annual publishing programme for each of the series for the year 1988-89 is under progress and same will be brought to the notice of PAC in due course. The series and Language Advisory Committee are being re-constituted which will advise about the titles to be published/reprinted. While doing so, a proper balance between new publications and reprints, among different languages and series, will be maintained.

[Ministry of Human Resource Development (Deptt. of Education)
O.M. No. F18-1/86-BP. II (Vol. IX) dated 17 May, 1988]

Recommendation

The Trust was required in December, 1979 to devise and prepare proforma accounts of its production activities so as to ensure the cost effectiveness of the publications brought out by it. It is disturbing to find that the Trust has not evolved a system of accounts to indicate the working results of its production activities so far even after a lapse of 8 years. The Committee would like to know the reasons for not preparing proforma accounts as per its production activitywise and desire that responsibility should be fixed for not following a sound system of accounting.

[Sl. No. 9, Para No. 1.147 of Appendix IV to 99th Report of PAC
(8th Lok Sabha)]

Action taken

The Administrative Staff College, Hyderabad vide Sl. No. 24 of its recommendations suggested that the financial allocations should be made under separate heads for maintenance grant for salaries and other overheads etc. The Government while accepting the recommendation in principle decided that:

- (i) all expenditure in respect of maintenance grant which hitherto was being shown under different projects should be transferred to the head 'Non-Plan' as all such projects have been continuing since 1968-69.
- (ii) Expenditure on the publishing activities of the Trust which hitherto was being shown under Plan (Normal Activities) as well as expenditure of publicity thereon are also to be transferred to 'Non-Plan'.
- (iii) Similarly all the revenue on account of sale of books under the projects 'Plan', 'Nehru Bal Pustakalaya' and 'Aadan Pradan' should be shown under the 'Non-Plan' head.

In pursuance of the aforesaid decision of the Government the Trust has been receiving the grants accordingly. As a consequence, the details of the expenditure on Establishment and overheads and sale proceeds which were hitherto being booked and shown scheme-wise were not maintained project-wise but in a consolidated form under Non-Plan from 1978-79 onwards.

So far as proforma accounts for production activities are concerned, the Trust has been preparing its Annual Accounts since 1978-79 as per proforma laid down by C&AG of India vide C&AG's letter No. 1085 TAI(RGL)/112-78 dated 27th September, 1979 as in Para 1.144.

The Trust has since devised the format of a separate Proforma Account apart from the Annual Accounts for its production activities in the nature of profit and loss accounts as suggested by PAC during 1972-73 in Para 3.9 of the Report dated 23.4.1973. This decision was taken by the Executive Committee in its meeting held on 4th March, 1988.

[Ministry of Human Resource Development (Deptt. of Education)
O.M. No. F.18-1/86-BP. II (Vol. IX) dated 17 May, 1988]

Recommendation

One of the main reasons for low sale of books in regional languages, admitted by the Ministry of Human Resource Development, is that the reading habit in the country specially in the rural areas have not fully developed. The literacy percentage in the country has increased from 16.6% in 1951 to 30.2% in 1981 as per census conducted in these years. The Committee desire that book centres should be opened in rural areas in collaboration with the distributors/publishers of that area and religious story books should be made available to the common reader at cheap rates. There is adequate scope to boost the sale of books in rural areas. The use of Mobile Van can be made with advantage as is being done by Gita Press, Gorakhpur. For achieving this objective the help of concerned Departments of the Union Government and the State Governments may be taken.

[Sl. No. 136, Para No. 1.151 of Appendix IV to 99th Report of PAC
(8th Lok Sabha)]

Action taken

Till now National Book Trust, India has limited publications under its rural publishing programme. However, with introduction of the new scheme for publication for post literacy education, quite a large number of titles are expected which would be suitable for book readers in rural areas. In addition, some titles published under Nehru Bal Pustakalaya series for children may also

find market in rural areas. Since establishment of bookcentres involves heavy expenditure and recurring cost of maintaining staff, it may not be possible to immediately open bookcentres in rural areas. However, as has been stated under Para 1.145, some book kiosks will also be opened in rural areas which would give NBT an opportunity to study book reading and buying habits of those areas. As has already been stated under Para 1.142 (i), NBT is taking various measures to boost sales in rural areas and put up 1-2 day exhibitions for display and sale of books. Help of the concerned departments of Union/State Governments will be taken in implementing the scheme.

[Ministry of Human Resource Development (Deptt. of Education)
O.M. No. F.18-1/86-BP. II (Vol. IX) dated 17 May, 1988]

Recommendation

Another reason for low production of books given by the Ministry is that the new printers do not accept the manuscripts as the print run of the National Book Trust was not high and the printers do not find it profitable. However, the Special Secretary, Ministry of Human Resource Development stated that these difficulties can not be an explanation for the decline of production of titles.

[Sl. No. 22, (Para No. 1.160) of Appendix IV to 99th Report of PAC
(8th Lok Sabha)]

Action taken

The difficulty of finding new printers has been overcome and printers are coming forward to accept Trust's printing work. However, printers in South India are still reluctant to accept work from National Book Trust, India because Trust's schedule rates are lower than the prevailing market rates in South languages. The Executive Committee of the Trust in its meeting held on December 28, 1986 had formed a Committee to look into and evolve a fresh schedule of printing rates. This Committee is yet to give its recommendations, and it is ensured that their recommendations will be brought to the notice of the PAC later on.

[Ministry of Human Resource Development (Deptt. of Education)
O.M. No. F.18-1/86-BP. II (Vol. IX) dated 17 May, 1988]

Recommendation

The Committee find that there are number of books which have not been revised and updated so far. The Committee desire that necessary steps in this

regard may be taken and all those books for which there is good demand in the market, should be up-dated.

[Sl. No. 23 (Para No.1.161) of Appendix IV to 99th Report of PAC
(8th Lok Sabha)]

Action taken

Revising and updating of books in the National Book Trust is a continuous process. Whenever there is a demand for any particular title, the same is revised, updated and printed. The Trust has, however, noted the recommendations of the Committee for guidance.

[Ministry of Human Resource Development (Deptt. of Education)
O.M. No. F.18-1/86-BP. II (Vol. IX) dated 17 May, 1988]

Recommendation

The Committee note that National Book Trust adopted a general agreement in 1982 to regulate assignments of printing jobs to various printers and the terms and condition stipulated in this agreement inter alia provided for penalty for bad workmanship, delayed execution, liquidated damages etc. In 37 cases of delays ranging from 3 to 73 months by the presses, the National Book Trust did not impose any penalty on the printers. The Committee are of the view that while entering into contracts with the printers, it must be made clear to them that time is the essence of the contract and delay will result in penal damages.

[Sl. No. 25 (Para No. 1.163) of Appendix IV to 99th Report of PAC
(8th Lok Sabha)]

Action taken

The terms of the general agreement pertaining to the printing assignments are now being strictly applied to without exception.

[Ministry of Human Resource Development (Deptt. of Education)
O.M. No. 18-1/86-BP. II (Vol. IX) dated 17 May, 1988]

Recommendation

However, from another note, the Committee find that the reasons for not levying the penalty on the printers was due to the fact that the Trust did not clear the proofs in time and supply paper for the printing order. The

Committee may be informed of the factual position in this regard and fix responsibility for such delays particularly in Production section/Printing Section.

[Sl. No. 25 (Para No. 1.164) Appendix IV to 99th Report of PAC
(8th Lok Sabha)]

Action taken

Reasons for delay in production of books vary from title to title but it can be generally said that there were delays in clearing the proofs, supply of papers, blocks etc. for which the printers could not be held responsible and hence penalty could not be levied.

A Committee under the Chairmanship of Joint Director (Admn. & Fin.) was constituted for looking into the problem and fixing responsibility for delays in clearing the proofs, supply of papers, blocks, etc. to the printers by the Production Section. The Executive Committee, however, decided in 124th meeting held on 4th March 1988 that Director should fix responsibility for the state of affairs prevailing in the Production Unit. The report of the Director will be submitted in the next meeting of the Executive Committee.

[Ministry of Human Resource Development (Deptt. of Education)
O.M. No. F.18-1/86-BP. II (Vol. IX) dated 17 May, 1988]

Recommendation

The Trust had been following the pricing policy as laid down by it in 1965 under which the books produced were priced at 2 to 2.5 times the cost of production. It is distressing to note that the term "cost of production" was not defined by the Executive Committee of the Trust who are including in it only cost of printing paper and blocks/proof reading and the important elements of cost such as cost of manuscript, translation, royalty to authors, incidentals and storage charges on paper, etc. were not being included in the cost. Expenditure on royalty, storage of paper, direct cost of manuscript/translation during the 5 years ending March, 1984 amounted to Rs. 22.52 lakhs and as such books produced by the Trust were under priced by Rs. 45.04 lakhs during the same period. The distribution cost i.e., packing and forwarding charges alone worked out to 6% of the sale price while promotional expenditure on publicity and free distribution accounted for 20% of the sales. Although the cost of establishment on selling and distribution was not being shown in the accounts for 20% of the sales. Although the cost of establishment on selling and distribution was not being shown in the accounts separately yet the data collected by Audit reveals that it was about 28% of sales price. It is essential

that price of the books is fixed as per pricing policy adopted. The Committee desire that efforts are required to be made to reduce cost of establishment and distribution charges and appropriate steps should be taken in this direction.

[Sl. No. 29 (Para No. 1. 1.167) of Appendix IV to 99th Report of PAC
(8th Lok Sabha)]

Action Taken

The Committee formed to look into the present pricing policies and for recommending suitable pricing formula for the future for all the NBT's publications (including Nehru Bal Pustakalaya), in the light of market practices, the actual expenditure, scope for rationalisation and the objectives of the NBT is also going into details of the cost production, overheads, etc. The recommendations of this committee will be placed before the Executive Committee and the decisions regarding the pricing policy will be implemented while fixing price of Trust's new publications, under intimation of PAC.

It will be appropriate to mention that expenses like incidentals and storage charges on paper etc., are not included in the cost of production even by the private publishers. Efforts are being made continuously to keep a check on the distribution charges to achieve the desired result of reducing overheads by increasing sales.

[Ministry of Human Resource Development(Deptl. of Education)
O.M. No. F.18-1/86-BP. II (Vol. IX) dated 17 May, 1988]

Recommendation

In this connection, the Committee note that the administrative Staff College, Hyderabad which conducted a review of the Trust working in 1977-79 recommended that the Trust's books priced in such a manner that atleast variable cost i.e. cost of production, promotion and distribution should be recovered and that system for providing of information on the variable cost and overheads associated with a particular title should be evolved. However, the Committee note that the above recommendations were not implemented by the Trust so far. The comments of the NBT on the Report on Costs Account Branch of the Ministry of Finance, envisaging to the evolving of a system for pricing of Trust publications in pursuance of the recommendations of Administrative Staff College, were pending with the Govt. since January 1986. The Committee express their unhappiness over this state of affairs and desire that an early decision be taken in the matter.

[Sl. No. 30 (Para No. 1.168) Appendix IV to of 99th Report of PAC
(8th Lok Sabha)]

Action Taken

The recommendations of the Administrative Staff College of India, Hyderabad, were considered by the Staff Inspection Unit of Ministry of Finance which undertook a study of the manpower requirements of the Trust during 1986.

The Staff Inspection Unit also felt that the existing costing system of the Trust was unscientific and recommended that one Deputy Director (Cost) and one Cost Accountant be appointed initially and after the work was established, a proposal for auxiliary staff may be forwarded to the Ministry of Human Resource Development.

To begin with, Trust had wanted to requisition services of two officers on deputation for a period of one year from the Ministry of Finance, Department of Expenditure. However, the Trust was informed that the Ministry of Finance, Department of Expenditure did not have any officer to spare in the grade of Deputy Director and also that there was no post of Cost Accountant in the Indian Cost Accounts Service. They had a post of Assistant Director (Cost) but for this post too they had no officer to spare.

The Executive Committee of the Trust in its 121st meeting held on December 29, 1986 desired that the vacancies of the Deputy Director (Cost) and Cost Accountant may be filled in consultation with the Chairman, NBT. Accordingly, the vacancies were advertised in June-July 1987 and the applications received in response have been screened and interviews are to be called soon. It is expected that the Trust would be able to fill up the vacant posts shortly. After these officers are appointed NBT would be in a position to evolve a system for pricing of Trust's publications in pursuance of the recommendations of the Administrative Staff College. As and when the system will be evolved in same will be brought to the notice of PAC.

[Ministry of Human Resource Development (Deptt. of Education)
O.M. No. F.18-1/86-BP. II (Vol. IX) dated 17 May, 1988]

Recommendation

Out of the objectives of the National Book Trust is to bring out Book-lists, arrange exhibitions and seminars and take all necessary steps to make the people book minded. However, the Committee note that instead of popularising books in India, the Trust is exhibiting their books abroad through participation in International Book Fairs. It is interesting to note that during the years 1982-83 to 1986-87 (Upto January 1987), NBT participated in 73 International Book Fairs and for this purpose 36 officials were sent abroad total expenditure in NBT participation on this account amounted to Rs. 25.58 lakhs. Participation in International Book Fairs do not seem to be in consonance with

the objects of the NBT viz, producing and making available good literature in all Indian languages on moderate prices and fostering book mindedness in the country. The Committee is surprised that NBT instead of concentrating on its objectives by stepping its activities inside India has exhausted its meagre resources on Book Fairs abroad.

[Sl. No. 32 (Para No. 1.170) Appendix IV to 99th Report of PAC
(8th Lok Sabha)]

Action Taken

In 1970 it was observed that no substantial efforts were being made to promote the export of Indian publications abroad. The total export of books and publications from India at that time was only Rs. 1 crore per annum. A few Private publishers used to participate in Frankfurt Book Fair and were allotted stands at different places. In order to boost the export of Indian books and to create a good image of the Indian publishing industry as a whole, it was decided that National Book Trust which organises book exhibitions on national scale and possesses the required expertise should be made responsible to project Indian publishing abroad. It was accordingly decided that the NBT should co-ordinate the participation by various private publishers in the International Book Fair and also should project the publications being published both in the public and private sector in India. This decision was based on the cast that many private publishers can not independently hire stands in international Book Fairs and are unable to promote their publications.

Only a few members of the staff of Exhibitions Wing of the NBT had been assisting in this project. The efforts made by the Trust as well as by the private publishers have resulted in substantial increase in the export of books and publications from India which is now estimated at Rs. 25 crores per annum. Keeping, however, in view the recommendations made by PAC, the Chairman, National Book Trust, has been requested to examine in consultation with the Federation of Publishers and Chemical and Allied products Export Promotion Council as to which organisation should be made responsible for promotion of export of books.

[Ministry of Human Resource Development (Deptt. of Education)
O.M. No. F.18-1/86-BP. II (Vol. IX) dated 17 May, 1988]

Recommendation

The Committee note that the stock of books in the basement godowns in National Book Trust's headquarters building was flooded in April, 1983 when books valuing Rs.5.04 lakhs were damaged. However, the stock in the godowns was insured against floods from April, 1984 for Rs. 65 lakhs on

payment of premium of Rs. 0.34 lakh per annum. In August 1984, the storage was again flooded causing damage to books valuing 48.89 lakhs. The Committee are surprised to note that the reasons for flooding of the basement of godown was not probed at any of these occasions, however, the Trust have stopped storing books in the basement of godown firstly hired godown space from Central Warehousing Corporation at rent of Rs. 27000 per month. Subsequently, w.e.f. 1 August, 1986, the trust has hired godown space at Gurgaon at a rent of Rs. 12000 per month. The Committee suggest that NBT should examine the economics of constructing their own godown. They would also like to know whether the stock of titles damaged in floods have been made good by reprints etc. It is desirable that the Trust should identify the titles for which there is comparatively better demand and fix priority of their reprint accordingly. NBT should also take steps to weed-out the stocks which is due for destruction.

[Sl. No. 33 (Para No. 1.171) Appendix IV to 99th Report of PAC
(8th Lok Sabha)]

Action Taken

1. Cost of constructing a godown with approximately 1400 s.q.mtrs. storage space, including the cost of land, works out to Rs. 38.541 lakhs. Interest on this capital investment at the rate of 10% per annum would be Rs. 3.85 lakhs which is lower than Rs. 4.35 lakhs per annum rent being paid by National Book Trust, India for godowns at Sahibabad and Gurgaon.

Provision for 1352 sq. mtrs. storage space has, therefore been made in the building plan of National Book Trust's proposed building 'Nehru Bhavan'. Construction of this building will be started as soon as possession of land is given by the N.C.E.R.T.

2. Only those titles damaged in floods are being reprinted which (a) have a constant demand, (b) for which there are orders in hand, and (c) which are considered books of outstanding merit. Most of the books which qualify on these criterion have already been reprinted.

It would be relevant to state that not all titles are reprinted after they go out of stock. Similarly, some of the titles which were damaged in floods will also not be reprinted because they do not satisfy the conditions for reprinting mentioned above.

3. As explained under Para 1.145, a committee under the chairmanship of Shri J. D. Gupta, Joint Secretary, Department of Education has recently given a report about steps to be taken to weed out old stocks. Further action on the report will be intimated to PAC in due course.

[Ministry of Human Resource Development (Deptt. of Education)
O.M. No. F.18-1/86-BP. II (Vol. IX) dated 17 May, 1988]

Recommendation

A sum of Rs. 24.93 lakhs was outstanding as on 31 March 1985 on account of books supplied to the distributors, departmental advances and rent of stalls let out to participants in book fairs/exhibitions organised by the Trust. The National Book Trust has so far recovered a sum of Rs. 7.26 lakhs out of Rs. 18.65 lakhs due from distributing agencies: settled accounts for Rs. 1.77 lakhs out of Rs. 3.31 lakhs outstanding on account of departmental advances. The Committee desire that the remaining outstanding amounts should be recovered/settled with the concerned parties without any further delay. It is also suggested that the rent of stalls should be realised in advance from the participants in Book Fairs/Exhibitions organised by the NBT.

[Sl. No. 34 (Para No. 1.172) of Appendix IV to 99th Report of PAC
(8th Lok Sabha)]

Action Taken

Rs. 18.65 lakhs, Rs. 3.31 lakhs and Rs. 2.97 lakhs were outstanding from the distributors, departmental advances and for rent of stalls/stands respectively as on March 31, 1985. Out of these amounts, Rs. 8.09 lakhs, Rs. 3.27 lakhs and Rs. 1.02 lakhs respectively were recovered till 31 March, 1988 leaving a balance of Rs. 10.56 lakhs, Rs. 0.04 lakhs and Rs. 1.95 lakhs respectively. Efforts are being made continuously for recovering the balance amount and for this purpose Trust requires some more time.

The specific measures taken to recover the balance outstanding amount are detailed below:

- (a) Regular follow up action by way of reminders, account statements and correspondence with the parties concerned.
- (b) In extreme cases where recovery of the amount is not possible, taking back of the unsold stock lying at the godown of the debtors concerned for the adjustment of the outstanding balance.
- (c) Field Representatives/regional officers have been directed to visit the establishments for expediting the recoveries.
- (d) In extreme cases legal action is instituted against the defaulters. So far in three cases such legal action has been taken as mentioned below:

(i) Scientific Book Agency Calcutta:	Rs. 44,844.48
	Rs. 12,296.16
(ii) Sinha Book Agency Calcutta	Rs. 44,242.01
(iii) Lekhaka Samavaya Samiti Calcutta :	Rs. 28,320.11

As per recommendation of the Public Account Committee, rent of stalls/stands is being realized in advance now from the participants in book fairs/exhibitions organised by the National Book Trust, India.

[Ministry of Human Resource Development (Deptt. of Education)
O.M. No. F.18-1/86-BP. II (Vol. IX) dated 17 May, 1988]

Recommendation

The NBT has been in existence for nearly 30 years now and has not been able to create perceptible impact on mass market in the country and in that context there is urgent need to revamp its structure and to make it function effectively so that it is in a position to achieve the objective at a faster pace. There seems to be total lack of motivation in the NBT to achieve its objective and it should consider the grant of some incentive for aggressive marketing.

It is distressing to note that the post of Director is vacant since November, 1985. Why the Government is not able to fill the post so far is beyond the comprehension of the committee.

[Sl. No. 35 (Para No. 1.173) of Appendix IV to 99th Report of PAC
(8th Lok Sabha)]

Action Taken

The post of Director, National Book Trust, has since been filled and the new incumbent joined on 13.11.87.

[Ministry of Human Resource Development (Deptt. of Education)
O.M. No. F.18-1/86-BP. II (Vol. IX) dated 17 May, 1988]

CHAPTER III

RECOMMENDATIONS/OBSERVATIONS WHICH THE COMMITTEE DO NOT DESIRE TO PURSUE IN THE LIGHT OF REPLIES RECEIVED FROM GOVERNMENT

Recommendation

The activities of the National Book Trust are mainly financed by grants-in-aid given to it by the Government of India and revenue by sale of its publications. From the Finance and Accounts of the Trust, it is noticed that expenditure on Exhibitions and Book Fairs had been Rs. 22.45 lakhs, Rs. 33.36 lakhs, Rs. 28.73 lakhs, Rs. 72.05 lakhs and Rs. 24.54 lakhs against the receipt of Rs. 5.46 lakhs, Rs. 16.44 lakhs, Rs. 4.12 lakhs, Rs. 29.22 lakhs and Rs. 2.89 lakhs during the years 1980-81, 1981-82, 1982-83, 1983-84 and 1984-85 respectively. There is no indication whatsoever to ascertain whether participation in Exhibitions/Book Fairs has enabled the NBT to achieve its objective of fostering book mindedness in India. The Committee also note that generally 80 per cent of their grants are spent on salaries and office expenses and Exhibitions & Book Fairs which also represents 60 per cent of their total expenditure under these heads. Overall payments had also been more than the receipts during all these years and that there had been on the other hand, decline in revenue earned from sale of publications by 6.6% during 1983-84 and 1984-85 as compared to 1980-81. It is disquieting to find that whereas the literacy rate in the country is growing from year to year there is decline in revenue on sale of publications. The conclusion is inevitable that NBT is not able to achieve its objective. Even a magazine like Chanda Mama which is read by children has been able to increase the sale of its issue from year to year. In that context a well-knit organization like NBT should certainly be in a position to boost the sale of its books and publication. That it has lamentably failed to do only show the inadequate level of its performance. There is every need to make every effort to boost its sales so that it may become a viable unit. In order to make these books popular, Trust must resort to advertisement on mass communication media like Television and Radio.

[Sl. No. 4 (Para No. 1.142) of Appendix IV to 99th Report of PAC
(8th Lok Sabha)]

Action Taken

(i) All round efforts are being made by the Trust to increase the sale of its publications and making it viable. Some of the steps being taken are listed below:

- (a) The Field Representatives, officers of the Sales Section and language editors are now travelling extensively to procure orders for Trust publications. They are contacting book sellers, librarians, schools, institutions and State and Central Government Departments to promote NBT's publications.
- (b) Publicity for NBT's books is being generated through advertisements and book reviews in newspapers and magazines.
- (c) To popularise the Nehru Bal Pustakalaya series for children, Trust is planning to release radio spots and is also working on a scheme to produce a TV serial based on NBT titles.
- (d) Sale of NBT publications is also promoted by coverage of various activities of National Book Trust by Akashvani and Doordarshan.
- (e) Trust has already acquired an exhibition van and jeep to organise exhibitions in rural areas and small towns. There is also a proposal for acquiring exhibitions vans to visit different states.
- (f) In the financial year 1988-89, Trust proposes to introduce a scheme of book kiosks to be set up in some selected places including rural areas.
- (g) Some of the book-centres, being run by National Book Trust, India, may be shifted to better locations and places.
- (h) To attract more distributors and stockists, the trade terms are being revised.
- (i) The question of providing more incentives to the field representatives is also being examined by a Committee headed by Dr. B. D. Sharma, a former Vice-Chancellor of NEHU.
- (j) Efforts to enter into co-publishing arrangements with Telugu Akademi, Hyderabad for Telugu Publications and with Sahitya Pravarthaka Cooperative Society, Kottayam for books in Malayalam, etc. are being made.

(ii) During 1987 publicity through AIR was given 27 times (Annexure enclosed). In addition activities of the NBT were mentioned 3 times on Television.

(iii) One of the major reasons for poor sales, is inadequacy of publicity and distribution arrangements. It has not been possible to make available the Trust's publications to various booksellers specially in the smaller towns. It is expected that with the implementation of the above proposals, the Trust's publication would be better known and easily available to the readers.

[Ministry of Human Resource Development (Deptt. of Education)
O.M. No.F. 18-1/86-BP. II (Vol. IX) dated 17 May, 1988]

ANNEXURE

GOVERNMENT OF INDIA
CENTRAL SALES UNIT
COMMERCIAL BROADCASTING SERVICE
ALL INDIA RADIO

410/11/87
Station OO DELHI
Bill No OO13/Del/11/1987
Month November
Year 1987
Booking Local

Agency A1321 ADVIS
PB No 7145
3766, PARMA NAND STREET
NETAJI SUBHASH MARG
DARIYA GANJ, NEW DELHI 110002
ADVERTISER OOO24 ADVIRS N DELHI
PRODUCT NO 15 NATIONAL BOOK TRUST

Period		Time	Duration	No of	FIO/T	Time	Rate	Gross	Amount	Remark	
From	to	Catg	in Seconds	Spots		in hrs					
14	30	1	15	17	F	725	450.00	7650.00			
25	30	1	20	5	F	725	587.50	2937.50			
25	30	3	20	5	O	725	160.00	800.00			
25%	Concession for lower on							800.00	200.00	600.00	
15%	Commission on							11187.50	1678.12	9509.38	
							Commission Gross		Amount payable		
							amount amount				
							1678.00	11187.00	9509.00		

Certified that advertisements have been broadcast on the dates and time shown

BOMBAY DATED 7JAN 1988

Payment of this bill should be made on or before 30 days if not already paid.

Recommendations

The receipt and payment accounts and stock statements give a broad analysis of the working results of various activities of any organisation/institution. The Committee are unhappy to note from the data of various activities of the Trust for the five years ended on 31 March 1985 (1980-81 to 1984-85) that there had been a loss of Rs. 148.74 lakhs even if the administrative cost is ignored. National Book Trust could not furnish figures for loss since its inception. The reply of NBT stating that "since the cost of each title is worked out in individual files, it is not practicable to work out the exact cost of the production of the titles as old files have been destroyed" is not tenable. The Committee were informed that the NBT was taking steps to devise a system of proforma accounts of its production activities. There is urgent need for the preparation of proforma accounts so that it is possible for the NBT to critically analyse its operational activities and take appropriate steps to correlate revenues and over heads.

[Sl. No. 10 (Para No. 1.148) of Appendix IV to 99th Report of PAC
(8th Lok Sabha)]

Action Taken

In view of the recommendations of the PAC, the Trust has now devised a separate proforma account apart from the Annual Accounts for its production activities in the nature of Profit and loss Account as suggested by PAC during 1972-73 in para 3.9 of their Report dated 23.4.1973, which will be placed before the Executive Committee for its approval.

[Ministry of Human Resource Development (Deptt. of Education)
O.M. No.F. 18-1/86-BP. II (Vol. IX) dated 17 May, 1988]

Recommendation

Against the overhead charges of 159 per cent of prime cost, the Trust is not charging anything (Nehru Bal Pustakalaya), 100 per cent (Adan Pradan) and 125 to 150 per cent for other activities. The losses to the Trust on this account amounted to Rs. 29.74 lakhs per annum on an average. There had also been dis-proportionate increase on this account in selling and distribution cost from Rs. 3.34 lakhs in 1980-81 to Rs. 7.61 lakhs in 1984-85. The ratio of selling and distribution cost to sales has also increased from 19 per cent in 1980-81 to 47 per cent in 1984-85. The Committee need hardly emphasize that the Trust should review its working and plan its activities in such a way as it could function on a no profit no loss basis.

[Sl. No. 11 (Para No. 1.149) of Appendix IV to of 99th report of PAC
(8th Lok Sabha)]

Action Taken

According to para 3(a) of the Memorandum of Association, one of the foremost objectives for which the Trust is established is "To produce and to encourage the production of good literature, and to make such literature available at moderate prices to public". It is, therefore, not possible to recover all overheads from the sale of books and to run the National Book Trust on no profit and no loss basis. If the books are to be made available to children all over the country, with special emphasis on rural backward and tribal areas, price has to be kept absolutely minimum so as not to make them out of their reach. Further, the Trust has to compete with highly subsidized imported books from the USSR, China, etc. and, therefore, the price of books published specially under the Nehru Bal Pustakalaya Series has to be kept low to enable children of our country to read Indian books in their formative age.

2. However, the Committee set up to review the pricing structure of the National Book Trust publications is also looking into the question of overheads. With the thrust in production and promotion of books, sale of NBT's publications is likely to increase substantially, resulting in decrease in overheads, because the overheads are not likely to go up in the same proportion as the sales. It would also bring down the ratio of selling and distribution costs to sales.

[Ministry of Human Resource Development (Deptt. of Education)
O.M. No.F 18-1/86-BP. II (Vol. IX) dated 17 May, 1988]

Recommendation

In this connection to Committee note that the Administrative Staff College of India, Hyderabad which was deputed to examine the strategic objectives and organisation design of the Trust had also *inter alia* recommended in 1978 that the Trust should aim to develop a regional net work. This was considered necessary to make its publishing programme relevant to regional needs and to coordinate its fast developing distribution network. The Committee would like to know the step taken and the result achieved in this direction.

[Sl. No. 14 (Para No. 1.152) of Appendix IV to 99th Report of PAC
(8th Lok Sabha)]

Action Taken

In pursuance of the recommendations of the Administrative Staff College of India in 1978, regional offices were opened at Bombay and Bangalore in 1984. Though the officers performed various activities under the guidance of the headquarters, their overall performance has not been up to the mark. The main

reason for this was lack of necessary approved man power. The imposition of ban on recruitment by the Government in early 1984 resulted in posting at Bombay and Bangalore of only a few officers on transfer from the headquarters.

Observing that the setting up of the regional offices has not been a successful experiment, the executive committee in the 120th meeting held on March 24, 1986 had decided that 'we may wind up the Bombay and Bangalore offices and call the staff to the headquarters.' The Chairman, however, felt that the Executive Committee may be asked to review its decision and decided that pending a review by the executive committee the two offices (at Bombay and Bangalore) may continue to function.

Though space had been rented in Calcutta for the Eastern Regional Office, to avoid routine strengthening and proliferation of regional offices, without providing an opportunity to the Executive Committee to exercise its judgement after considering different views for and against having regional offices, on May 17, 1987, the Chairman decided that "it would not be proper to enlarge the strength of the Bombay and Bangalore offices to take further action to appoint personnel for the Calcutta office until the matter has been reconsidered by the Executive Committee on a substantive and well documented note arguing pros and cons for regional offices".

The matter was put up for consideration of the Executive Committee in the 124th meeting held on March 4, 1988 when the Committee deferred discussion on this proposal and decided to continue the status quo. It also decided that Asstt. Editors whenever necessary may be recalled and replaced by Asstt. Directors or Superintendents of Sales Departments. The Executive Committee suggested that while considering the issue, the functions of the regional offices will have to be clearly spelt out. It was further suggested that these offices should be headed by someone who can establish NBT's close relations with State Governments/academies, universities, etc. The Trustees endorsed the decision of the Executive Committee.

The need for setting up regional offices cannot be denied. They are essential for coordinating sale and promotion work of National Book Trust, India. These offices can not only improve the sale net work in their regions, stock and supply of books to the trade, libraries and State Government and interact with cooperatives, associations and other non-profit making voluntary bodies with aims and objectives similar to those of the Trust, they can also look after information & publicity and exhibition work. It is, however, felt that the Editorial and Production Units of the Trust need to be centralised at the headquarters for better coordination.

A detailed revised proposal regarding regional offices will be put up for consideration of the Executive Committee in its next meeting.

[Ministry of Human Resource Development (Deptt. of Education)
O.M. No. F. 18-1/86-BP. II (Vol. IX) dated 17 May, 1988]

Recommendation

On the basis of the recommendations of the Education Commission, it was decided by the Committee of Members of Parliament that the Government of India should undertake, sponsor or promote the production of series of books on different topics of national interest to be written by the most competent persons in the field and translated in all the Indian languages and priced exactly the same in every school. In pursuance of the above recommendations, the Government of India sanctioned a scheme entitled Nehru Bal Pustakalaya towards the end of 1968-69 and entrusted the work to the Trust for implementation. Grants totalling Rs. 156.63 lakhs were released to the Trust by the Govt. up to 31 March, 1985 for the scheme. The Committee are concerned to note that the target of 1300 titles in 13 languages envisaged to be achieved by the end of 4th Five Year Plan itself could not be achieved by the Trust even upto the end of 6th Five Year Plan and only 710 titles could be published upto March 1985 which is indeed quite disappointing. As against the annual average of 51 titles of this series published during the period from 1970-71 to 1979-80, the average production during subsequent period i.e. 1980-81 to 1984-85 was 40 titles only. The sale proceeds of the books during the period upto 1984-85 amounted to Rs. 4282 lakhs. Out of 101.41 lakh copies of 710 titles published upto the end of March 1985 priced at Rs. 184.82 lakhs, 7.50 lakh copies priced at Rs. 20.30 lakhs were damaged during flooding of one of the godown of the Trust in August, 1984 and 75.93 lakhs copies were sold/distributed free till then. The remaining unsold 17.98 lakhs books priced at Rs. 45.51 lakhs constituted 46% of value of books held by the Trust at the end of March 1985. In this connection, the Ministry of Human Resource Development have stated that the National Book Trust had distributed 63812 copies of publication free under Nehru Bal Pustakalaya series till March 1985 and as on 31 March 1986, there were 12.58 lakh copies still lying with them. The Committee also suggest that National Book Trust should also publish penguin type publications for a very large circulation on different subjects.

[Sl. No. 15 (Para No. 1.153) of Appendix IV to 99th Report of PAC
(8th Lok Sabha)]

Action Taken

The Trust is making strenuous efforts to bring out more number of original titles under the Nehru Bal Pustakalaya Series. During the year 1986-87, 59 originals/translations were published as against the average number of 39 ~~originals~~ translations per year during the 5 year period of 1980-85. As explained in para 1.142, efforts are being made to improve the sales of this series. The Trust have already received bulk orders for this series from Haryana, Uttar Pradesh, Punjab and Arunachal Pradesh. Further steps are

being taken to introduce new schemes like "publication for school library programme", publication for Post Literacy Education which would indirectly help in the sale of Nehru Bal Pustakalaya series also.

It may be further mentioned that on March 31, 1987, 22,18,214 copies under this series were lying unsold. The stock figure as on March 31, 1988 has not been compiled yet as sales statements from Publications Division's Sales Emporia and NBT's Book centers for the last quarter of 1987-88 are awaited.

Penguin books are known for the wide variety of subjects covered by them in low priced and well produced books. While books published by National Book Trust, India are also low priced and reasonably well produced. Steps are being taken to improve their quality of production. The Trust would like to follow the PAC's recommendations for publishing Penguin type books by bringing out books on different subjects on a large scale but it may be difficult to do so immediately due to financial constraints and other priorities. Under the National Policy on Education 1986, National Book Trust has been given many responsibilities which would have to be given preference because of the national needs.

[Ministry of Human Resource Development (Deptt. of Education)
O.M. No. F. 18-1/86-BP. II (Vol. IX) dated 17 May, 1988]

Recommendation

No proposal for revision of prices for Nehru Bal Pustakalaya series was sent to the Ministry after 18 July, 1978 when it was decided that a maximum price of a title on this series should be fixed at Rs. 2.50 and in case the price of any title was to be fixed more than that, specific approval of the Ministry was to be obtained. In March, 1986 the Trust in the light of Audit Comments, approached the Ministry for approval of their proposal for exorbitant increase in prices of the books of this series at Rs. 10 per copy on an ad-hoc basis. However, the Executive Committee in its meeting held on 29 December 1986 had decided that all aspects relating to the pricing of all NBT publications should be examined by a sub-committee. The Committee desire that the sub-committee should expedite enquiry and communicate their recommendation so that the Govt. may take action without any further delay on these findings.

[Sl. No. 18 (Para 1.156) of Appendix IV to 99th Report of PAC
(8th Lok Sabha)]

Action Taken

As explained under para 1.144, the Interim Report submitted by the this Sub-Committee to review the price of the NBT's publications was examined by

the Executive Committee of the National Book Trust in its meeting held on 4th March, 1988 and it has been decided to re-examine it after the detailed report is available.

[Ministry of Human Resource Development (Deptt. of Education)
O.M. No. F. 18-1/86-BP. II (Vol. IX) dated 17 May, 1988]

Recommendation

In the middle of 1968, a Scheme for publication of ten best books in each language mentioned in the Eighth schedule of the constitution by translating them into the remaining languages was mooted by the Ministry of Education at the instance of Cabinet Secretariat to spread the knowledge of literary achievements in all the language. This was accepted by the Planning Commission in January 1969 and a plan outlay of Rs. 50 lakhs was approved for the Fourth Plan. The scheme envisaged publication of 1335 titles, including some anthologies or short stories or one Act Plays to be published in original language also. Against the target of 1335 titles to be published in ten years i.e. by the end of Fifth Plan, 7.55 lakh copies of only 579 titles (43%) priced at Rs. 70.87 lakhs could be produced in 16 years upto the end of March 1985. It is disquieting to note that all the above 579 titles except 39 are translations and not original works. The Committee are not satisfied with the above performance of the National Book Trust and desire that necessary measures should be initiated to achieve the objective of publishing the remaining 756 titles without any loss of time in a planned manner.

[Sl. No. 19 (Para 1.157) of Appendix IV to 99th Report of PAC
(8th Lok Sabha)]

Action Taken

The scheme for publication of 10 best books in each language mentioned in the 8th Schedule of the Constitution by *by translating them into other language* was to spread the knowledge of literary achievements in various languages to readers all over the the country. It is, therefore, natural that very few original works have been published under this scheme.

As explained under para 1.140 language-wise screening of manuscripts in hand is being undertaken with the help of an Expert Committee. Language Advisory panels are being reconstituted. For introducing new policies in Aadan Pradan Series, a large number of writers, critics will be contacted in various language areas with a request to propose outstanding books. The recommendations received will be considered by the Language Advisory Panel after these are screened by NBT's Editorial Staff.

[Ministry of Human Resource Development (Deptt. of Education)
O.M. No. F. 18-1/86-BP. II (Vol. IX) dated 17 May, 1988]

Recommendation

The Committee have also learnt that the translators from outside the organisation do not stick to the time schedules. The Committee suggest that efforts should be made to identify dependable translators of each language and their remuneration be increased suitably so that the scheme may become attractive to the translators.

[S. No. 21 (Para No. 1.159) of Appendix IV to 99th Report of PAC
(8th Lok Sabha)]

Action Taken

Translators are normally creative people and are not always able to stick to a time schedule. Moreover, translation for them is a part time activity undertaken in their spare time. However, efforts are being made to identify more dependable translators for each language so that the work is not held up due to the pre-occupation of the translator. The translation charges are also being revised to make them more attractive.

[Ministry of Human Resource Development (Deptt. of Education)
O.M. No. F. 18-1/86-BP. II (Vol. IX) dated 17 May, 1988]

CHAPTER IV
RECOMMENDATIONS/OBSERVATIONS REPLIES TO WHICH HAVE
NOT BEEN ACCEPTED BY THE COMMITTEE AND WHICH
REQUIRE REITERATION

Recommendation

The Committee are surprised to note the reply of the National Book Trust that 'it is not a commercial organisation and it does not work on profit and loss basis and if the Trust increases prices of its publications so as to increase its revenue, books would not reach the average reader who cannot afford to buy them'. In order to promote its sales the Trust is taking number of measures such as negotiations with State/Central Government, supplying books in bulk to various Central Government organisations approaching school organisations for prescribing Trust publications as text/supplementary reading materials etc. However, the Committee find that the Trust has been able to get orders from 11 State Governments and 8 Union Territory Administrations only. Unfortunately State Governments were addressed by the Trust only once i.e. in 1984-85 after not getting any response from them, the State Governments were not reminded at all. The Committee feel that these half-hearted measures do not seem to be adequate enough. Extensive efforts are required to be made by NBT to boost the sales of its publications and to create book mindedness in the country. The Committee suggest the NBT should approach Kendriya Vidyalaya Sangathan which is also an autonomous body under the Government of India and also all State Governments who are running schools/colleges all over the country to get its books for their libraries. This step alone would have enabled the NBT to boost the sale of its publications. The Committee also suggest that NBT should open its sales counter in Universities, contact all colleges and libraries and other educational institutions, cultural and literary associations with its catalogues, pamphlets and all its publications. The Central and State Governments could also be induced to subsidise grants for libraries in the form of books from NBT. The Committee deplore this immobile and rigid attitude adopted by NBT and its total lack of alive contact with the above mentioned categories of institutions.

[Sl. No. 5 (Para 1.143) of Appendix IV to 99th Report of PAC
(8th Lok Sabha)]

Action Taken

Extensive efforts, as recommended by the PAC, are being made by the National Book Trust now to boost the sales of its publications, schools under Kendriya Vidyalaya Sangathan, Navodaya Vidyalaya Sangathan, State Governments, colleges, public libraries all over the country are being approached by the National Book Trust for purchase of its publications. In addition to visits by the Field Representatives, other officers of the Trust, including language Assistant Editors, have been visiting State Governments for bulk purchase of books published by the Trust. Letters No. F. 32-1/87/Sc to 32-39/87 dated 2.7.1987 and 3.8.87 and No. F.24/1/75/Sc dated 5.3.1987 (Annexure I and II) have been written to all State Governments/UTs and Kendriya Vidyalaya Sangathan for purchasing NBT's Publications.

From past experience of running book centres, it is felt that opening sales counters in Universities is not likely to be a viable proposition. However, Trust's book shops in State Capitals and other major cities are being planned and further progress in the matter will be intimated to the PAC.

[Ministry of Human Resource Development (Deptt. of Education)
O.M. No.F. 18-1/86-BP. II (Vol. IX) dated 17 May, 1988]

ANNEXURE I

No. F. 32—1/87/SC/ to
32-39/87/SC/

Dated : 2/7/1987 &
3/8/1987

Dear Sir,

As you may be aware, the National Book Trust, India, an autonomous organisation, has been set up by the Ministry of Human Resource Development, Deptt. of Education, Govt. of India to promote book-mindedness among the people and to publish and make available good literature in the major Indian languages and in English at moderate prices to students and the public. In pursuance of these objectives, the Trust is publishing various series designed to educate the students and the layman. Some of the important series publishing by the Trust are:

- (i) '*India-The Land and the People*' Provides information on Indian topics in a simple readable form and which will make comprehensive library on India.
- (ii) '*National Biography*' Provides brief biographies of eminent Indians of all times in various fields such as philosophy, religion, history, literature etc.
- (iii) '*Young India Library*' has been designed for young adults for inspiring picture of heroism and sacrifices and glorious moments in the life of our people as also upto date knowledge about science and technology.
- (iv) '*Folklore of India*' presents the rich cultural heritage of the different regions of the country.
- (v) '*Nehru Bal Pustakalaya*' an outstanding series presents attractive reading material for children in all Indian languages to promote national integration. Colourfully produced and moderately priced, these books have become immensely popular.
- (vi) '*Adan Pradan*' launched in 1968, this is a unique project aimed at promoting inter-regional understanding by making available, through translations, outstanding literary works of one Indian language in the other languages of the country.

I hope you will kindly take these essential aspects into consideration and accord priority to the NBT books in making selection for the libraries and institutions in your state.

It would be appreciated if some of the books are included in your syllabus as supplementary reading material for school going children in your state. The Trust would be glad to supply the bulk at one destination at the earliest possible as per your requirement.

A list of publications brought out by the Trust w.e.f. 1.1.1986 is enclosed herewith for your perusal.

On your valuable orders we will give minimum 10% discount, higher discount can, also be considered on getting the information of the value of the books.

Kindly acknowledge receipt of this communication and let us know your order at the earliest possible.

Seeking your kind cooperation.

Yours sincerely,

sd/-
(SURAJ PRAKASH)
Asstt. Director

ENCL : AS ABOVE

ANNEXURE II

No. F.24-1/75/SC/

March 5, 1987

The Commissioner
Kendriya Vidyalaya Sangathan
J N U Campus
New Mehrauli Road
New Delhi -110017.

**Subject : Request for list of books prescribed as text-book/ reference books
for the Central Schools.**

Dear Sir,

This is regarding textbook/reference books prescribed by Kendria Vidyalaya Sangathan for their students for the academic period 1987. It has been noticed from our records that following books have been prescribed as textbook for your students earlier.

<i>S. No.</i>	<i>Name of the class</i>	<i>Titles</i>
1.	III	Pustaken Jo Amar Hain
2.	IV	Sab Ka Sathi Sab Ka Dost
3.	V	Rohanta and Nandriya
4.	VI	Yug Yug Ki Kahaniyan

We will be grateful if the following is known to us for necessary immediate action at our end so that we are in a position to supply requisite number of titles in time to avoid hardship to the students.

1. Name of the books prescribed as textbook/reference book for academic session from April/May, 1987.
2. Approximate number of books to be required of each language.
3. Approximate number of copies to be required of each title.

We are also enclosing herewith list of titles published in English, Hindi and various Indian language for consideration of more titles to be prescribed as textbook/reference book to your students.

As you are aware the books published in Nehru Bal Pustakalaya series colourfully produce and moderately priced provides not only attractive reading material for children but also these books have been translated.

In all Indian languages to promote national integration, but also these books have become immediately popular because they are within the reach of every student.

Besides the above series we have also published books under the National Biography of eminent Indian of all times in various field such as philosophy, religion, history, literature etc. These books are very useful for imparting moral value to the students. It would be appreciated if some of the books are included in your syllabus as a supplementary reading material.

An early reply on above will be highly appreciated.

Thanking you,

Yours faithfully,

sd/-

(SURAJ PRAKASH)

Assistant Director

Recommendation

It is disquieting to note that the National Book Trust could not furnish statement of total shortfall of revenue realised over cost since its inception although Public Accounts Committee had as far back as November 1964 desired the National Book Trust to keep a proper account of the expenditure on publication and their sale proceeds. This recommendation of the Committee was again reiterated by the Public Accounts Committee in paragraph 3.8 of their 86th Report (5th Lok Sabha). The Committee would like to know as to why their recommendations have not been implemented so far and also desire that urgent steps should be taken to get the needful done.

If the present State of Affairs does not show any improvements the Govt. must devise some alternative to achieve the original objective by reconstituting NBT, entrusting its management to committed persons with dedications.

[Sl. No. 6 (Para No. 1.44) of Appendix IV to 99th Report of PAC
(8th Lok Sabha)]

Action taken

Till 1978-79, the NBT, India did not have an approved form for preparation of its Annual Accounts. After pursuing the case for the approval of a proper form for preparation of its annual accounts, it was in October 1979 in consultation with C & A G of India, the Government issued directives to the Trust for preparation of its annual accounts in the proforma prescribed by Comptroller & Auditor General of India in 3 sets of Accounts viz:

- (i) Receipt & Payment Account
- (ii) Income & Expenditure Accounts; &
- (iii) Balance Sheet.

Vide Ministry of Education & Culture (Now Ministry of Human Resource Development) letter No.F.8-42/71 BP.II dated 14.10.1979 and C & A G of India letter No. 1085-TA (RGL) 112-78 dated 27.9.1979. In accordance with the directives of C & A G of India, the Trust had been preparing its Annual Accounts, including transactions in respect of Production activities, in the approved proforma of C & A G of India, ever since 1978-79 which are duly audited and certified each year by DACR and placed before both Houses of Parliament together with Audit Report and Audit Certificate. As such, the form of Accounts ultimately approved by C & A G of India and communicated to NBT, India through Government was in the light of PAC recommendations.

Meanwhile during 1980-81 the Executive Committee of NBT; in its 105th Meeting held on 7.7.1981, decided that a suitable exercise for costing of publications in different series be undertaken by the Trust. In pursuance of this decision, the Cost Accounts Branch of the Ministry of Finance undertook a study of the production activities of the Trust and suggested a proper and scientific system of Cost Accounting for its production. It had also, in its recommendations, after careful assessment of man power requirement, recommended the creation of the following posts for the implementation of Cost Accounting System for Trust's production activities :

- Dy. Director (Cost)
- (With costing qualification) : 1
- Cost Accountant
- (With costing qualification) : 1

These posts have since been created. Interviews for the vacant post of Deputy Director (Cost) was held on Feb. 19, 1988 and selection made. It is expected that the incumbent is likely to resume duty by the end of May, 1988. The post of Cost Accountant was advertised but there was poor response. The post is again being re-advertised.

In order to review the Pricing Policy of the Publication Division of the National Book Trust, a Sub-Committee was constituted on Dec. 29, 1986. The said Sub-Committee met four times and it has submitted its recommendations. Broadly speaking it has come to the conclusion that the pricing formula to be adopted by the National Book Trust should be similar to the one adopted by the Publication Division of the Ministry of Information & Broadcasting.

A Copy of the interim report submitted by this Committee including a note on the pricing formula adopted by the Publication Division of the Ministry of I & B is attached (vide Annexure I). This Report was placed before the Executive Committee of the National Book Trust which met on 4th March, 1988. The Executive Committee took note of the recommendations made by this Committee but decided that a final view may be taken after a detailed Report has been received from this Committee.

Government has since then reconstituted the National Book Trust. A list of the new Members of the Board of Trustees is attached (Annexure-II). Shri Anand Sarup, who was Secretary, Deptt. of Education has now been appointed as full time Chairman of the National Book Trust, India and Shri Arvind Kumar has been appointed as Director of the National Book Trust. It is expected that these persons who are of proven administrative acumen will be able to tone up its management.

ANNEXURE I

Recommendations of the Sub-Committee formed by the Executive Committee of the National Book Trust, India for Reviewing the Pricing of NBT's publications.

The Executive Committee in its 121st meeting held on December 29, 1986 constituted a committee consisting of the following to look into the present pricing policies and recommend for consideration of the Executive Committee suitable pricing formula for the future for all the NBT publications (including NBT) to enable the Executive Committee to take a viable decision in the matter, in the light of market practices, actual expenditure, scope for rationalisation and the objectives of NBT.

- | | |
|----------------------------------------------------------------------------------------------------------------------------------|------------------|
| 1. Shri S.P. Tuli
Director (IFD)
Ministry of Human Resource Development. | Chairman |
| 2. Shri Narinder Nath
Under Secretary
Ministry of Human Resource Development | Member |
| 3. A representative from
Sahitya Akademi | Member |
| 4. A representative from
Publications Division | Member |
| 5. Shri C. M.Chawla
Managing Director
UBS Publishers' Distributors Ltd. | Member |
| 6. Shri Sukhpal Gupta
Managing Partner
Arya Book Depot | Member |
| 7-9. A representative each from
the Directorate of Education
from the States of Tamil Nadu,
Haryana and Madhya Pradesh. | Member |
| 10. Director, NBT | Member-Secretary |

The sub-committee met on 16 April, 1987, 3rd June 1987, 6 January, 1988 and 1st March 1988. Pending preparation of the complete detailed report, recommendations of the sub-committee are being presented for consideration of the Executive Committee :

1. Pricing formula as used by the Publications Division may be adopted by the National Book Trust for all its publications except books for new-literates and school drop-outs; books for children under the Nehru Bal Pustakalaya series; and translations published under the Adan Pradan series. A copy of the Cost Sheet used by the Publications Division is enclosed.

The sub-committee, however, recommends that in the Cost Sheet under (a) Preparation of Mss, 'Cost of any editorial staff employed over and above the regular sanctioned strength', may be deleted because it would create an imbalance against the languages for which regular editorial staff is not available within the Trust.

2. Due to the importance of the Adan Pradan series, it is proposed that the cost of translation may be treated as subsidy and may not be taken into account while calculating the cost of production of the book. The pricing formula of the Publications Division with the exception of the translation costs, will otherwise also apply to this series.
3. Realising the need of providing attractive reading material at a reasonable price for the children of this country, the sub-committee feels 'that National Book Trust may continue to publish Nehru Bal Pustakalaya books in the present format and style and need not economise either by reducing the number of colours or the illustrations because this will make the book less attractive to children.

"The price of books under the Nehru Bal Pustakalaya series may continue to be uniform but can be increased to Rs. 4/- per copy from the current price of Rs. 2.50 only. The NBT may prepare the cost estimates for each title produced by NBT also for books published under the NBT series. The difference between the cost of production and sales realisation @ Rs. 4/- per copy may be treated as subsidy to be borne by NBT".

4. Books for neo-literates and school drop-outs are generally produced as part of specific projects and against firm orders. As such these do not incur overhead expenses of storage, etc. It is, therefore, recommended that overhead charges need not be added while fixing the price of these books. However, care may be taken to ensure that the total direct cost plus preparatory costs on the basis of Cost Accounts Branch are recovered from the printed price. If necessary, subsidy may be obtained under the scheme of National Literacy Mission.

5. It is recommended that as per the practice of the Publications Division, the NBT should pay uniform royalty at the rate of 15% on original works and 10% on the translations. This will not apply to books for neo-literates and school drop-outs, where the cost of production of a book will include a reasonable lumpsum amount for the author and the illustrator.
6. These recommendations are being made with the provision that the NBT will take steps to boost sale of its publications through various book-promotion schemes and plans which would result in lowering of the overheads. It is also recommended that the proposed pricing policy may be examined at regular intervals of two years.

A NOTE ON THE PRICING FORMULA ADOPTED BY THE PUBLICATIONS DIVISION, MINISTRY OF INFORMATION & BROADCASTING.

- (I) Direct Cost is made up of 'a' and 'b' :
 - (a) Preparation of Manuscript
 - (i) outside contribution, translation and art work
 - (ii) cost of any editorial staff employed over and above the regular sanctioned strength
 - (iii) other expenses
 - (b) Printing and Binding
 - (i) cost of paper
 - (ii) composing and printing
 - (iii) processing
 - (iv) binding
 - (v) other expenses
- (II) Total cost is calculated by adding overheads, being 130% of the Direct Cost (a+b), to the cost of 'b' (Printing and Binding)
- (III) Total cost divided by the number of copies printed gives the selling price.

NOTE : The overheads, being 130% of the Direct Cost (a+b), constitute the advertisement and publicity, distribution, trade discount, royalty, contingencies and other expenses.

ANNEXURE II

**No.F.9-5/85 BP-II
Government of India
Ministry of Human Resource Development
(Deptt. of Education)**

New Delhi, the 20th September, 1987

**To
The Director
National Book Trust, India
A-5, Green Park
New Delhi-16.**

Subject : *National Book Trust, India—Appointment of Members of the Board of Trustees.*

Sir,

Under provision of Rule 3 of the Rules of National Book Trust, India, the Govt. of India are pleased to nominate the following as members of the National Book Trust, India for a period of three years with effect from 28th September, 1987.

Under Clause (b)

**Representative of the
Ministry of Human Resource
Development (Deptt. of Education)**

**Bureau Head of the
Book Promotion Division
Incharge of
National Book Trust.**

Under Clause (c)

**Representative of the
Sahitya Akademi**

**President
Sahitya Akademi**

Under Clause (d)

**Representative of the
Ministry of Finance**

**Financial Adviser
and Joint Secretary
Ministry of Human
Resource Development.**

Under Clause (e)

Representative of the
Ministry of Information
and Broadcasting

Joint Secretary,
Incharge of Publications
Division in the Ministry of
Information & Broadcasting.

Under Clause (f)

1. Shri Samuel Isreal
C/o Miss Riveka Isreal
Oxford University Press
Y M C A Library Building,
Jai Singh Road, New Delhi-110001.
2. Shri C.M.Chawla
Managing Director
UBS Publisher's Distributors Ltd.
Ansari Road, Dariyaganj,
Delhi-110002.
3. Shri Nikhil Chakravarty
Editor
Mainstream and Chairman
NAMEDIA, C/O D-II, 35, Kakanagar, New Delhi-3.
4. Ali Sardar Jafri
10, Secta Mahal
Bomanji Petit Road,
Bombay -400036.
5. Smt. Amrita Pritam
K 25, Haus Khas,
New Delhi-110016.
6. Dr. D.P.Fatnaik
Director
Central Institute of Indian Languages,
Mysore.
7. Shri B.D. Sharma
Commissioner for SC & ST Commission
West Blook No. 1, R.K.Puram, New Delhi-66.
8. Dr. J.V.Narlikar
Tata Institute of Fundamental Research,
Bombay-400005.

Declined

9. **Dr. (Mrs) S. Brahme**
Registrar
Gokhale Institute
Pune.

Yours faithfully

Sd/-
(J.D.Gupta)
Joint Secretary (BP)

Recommendation

The National Book Trust had not been preparing any annual long term programme laying down annual targets of publication under each of the eight series (India-The Land and the People; National Biography; Popular Science; World of Today; Folklore of India; Young India Library; Adult Education and Rural Publicity Project) covered under its own programme of Normal activities. However, the Committee note that whereas the number of reprints have increased from 11 (1970-71 to 1974-75) to 239 (1980-81 to 1984-85), the number if publication of original titles have considerably gone down from 335 to 195 during the same period. The Ministry of Human Resource Development have stated that the publications of 239 reprints has affected the publications of original titles during that period. Another reason given by the National Book Trust for decline in publishing original titles is its taking up the production of translations in regional languages and also difficulties in locating the best authors and their failure to stick to time schedule. Insufficient remuneration paid to authors is the main reason for this decline. It is evident from the Ministry's reply that a lumpsum honorarium of Rs. 1500-1600 is offered to the authors of Nehru Bal Pustakalaya and a sum of Rs. 4000/- is paid to authors for translation of their works upto a maximum of four languages and Rs. 500 for their translation into each additional language. For other series the royalty paid to author is 20 percent in the original language in which the said work is written on the first and all subsequent editions and translation provided by or paid for by the author and 10 per cent on the first editions of all translation, if the translation charges are borne by the Trust. The maximum royalty paid to authors under Normal Publishing Programme was Rs. 4958 during 1985-86. The Committee, therefore, desire that the Trust should prepare their annual programme simultaneously laying down annual targets of publication under each of 8 series and also revise honorarium/royalty paid to the authors so as to attract eminent authors. While fixing the rates of honorarium/royalty, the rates paid by the private publishers to authors should be kept in view.

[Sl. No. 12 (Para No. 1.150) of Appendix IV to 99th Report of PAC
 (8th Lok Sabha)]

Action taken

The work of preparing annual publishing programme for each of the series for the year 1988-89 is now under progress. The series and language Advisory Committees are being reconstituted which will advise about titles to be published/reprinted. While doing so, a proper balance between new publications and reprints, in different languages and various series, will be maintained.

To attract eminent authors, and following recommendations of the report, towards a National Book Policy, a proposal is under consideration for payment to authors for all future publications of the Trust on royalty basis.

Budget allocations to the NBT for 1988-89 are considered adequate.

[Ministry of Human Resource Development (Deptt. of Education)
O.M. No.F. 18-1/86-BP. II (Vol. IX) dated 17 May, 1988]

Recommendation

Out of 7.55 lakh copies of these 579 titles, 0.71 lakh copies priced at Rs. 7.39 lakhs were damaged during flooding of godown while 1.82 lakhs copies valued at Rs. 20.39 lakhs were lying unsold in the godowns hired by NBT. The Committee desire that concerted efforts should be made to sell these books. There is also need for constant evaluation of Aadan Pradan Series.

[Sl. No. 20 (Para No. 1.158) of Appendix IV to 99th Report of PAC
(8th Lok Sabha)]

Action Taken

While Language Advisory Panels are being reconstituted which would advise about new titles to be added to the Aadan Pradan series, language-wise Screening Committees have been constituted for screening of pending manuscripts. List of Screening Committees constituted for this purpose are enclosed at Annexure-IV.

[Ministry of Human Resource Development (Deptt. of Education)
O.M. No.F. 18-1/86-BP. II (Vol. IX) dated 17 May, 1988]

CHAPTER V

RECOMMENDATIONS/OBSERVATIONS IN RESPECT OF WHICH GOVERNMENT HAVE FURNISHED INTERIM REPLIES

Recommendation

The Committee find that the decision to fix prices of the publications of the Trust as per the existing formula at 2 to 2-1/2 times of the prime cost of production was taken by its executive committee on 29th November, 1965. The costing division of the Ministry of Finance made two recommendations. It wanted the deduction or reduction of overhead costs and it also wanted the NBT to have a Cost Accounts Office and a Cost Accountant. However on 29 December 1986 a sub-committee was constituted to consider the above issues.

The Committee would like to know the findings of the sub-committee and action taken thereafter.

[Sl. No. 8 (Para No. 1.146) of Appendix IV to 99th Report of the PAC
(8th Lok Sabha)]

Action taken

In order to review the pricing policy of the publications of the National Book Trust, a sub-committee was constituted with the following as its members:

- (1) Sh. S. P. Tuli
Director (Integrated Finance)
- (2) Representative, Publications Division,
Ministry of Information & Broadcasting
- (3) Representative, Sahitya Akademi
- (4) Sh. Narinder Nath, Under Secretary
Deptt. of Education
- (5) Sh. C. M. Chawala, Managing Director,
M/s UBS Pub/Distt.
- (6) Sh. Sukhlal Gupta, Managing Partner,
M/s Arya Book Depot
- (7) One representative each from the
Directorate of Education, Govt. of Haryana,
Govt. of Tamil Nadu, and
Govt. of Madhya Pradesh.

As explained under para No. 1.144, the said Sub-Committee met four times and submitted a report. Broadly speaking it has come to the conclusion that the pricing formula to be adopted by the National Book Trust should be similar to the one adopted by the Publication Division of the Ministry of Information & Broadcasting. The recommendations of this Sub-Committee were placed before the Executive Committee of the National Book Trust which met on 4th March, 1988. The Executive Committee decided that the detailed report of this Sub-Committee may be placed before the Executive Committee in the next meeting so that a final decision can be taken. Decision when taken thereon will be intimated to the Public Accounts Committee in due course.

[Ministry of Human Resource Development (Deptt. of Education)
O.M. No.F. 18-1/86-BP. II (Vol. IX) dated 17 May, 1988]

Recommendation

The Committee note that the progress of Nehru Bal Pustakalaya series was to be reviewed by an Advisory Panel consisting of Principals of schools, children's Book writers, illustrators and Director of Public schools. The Advisory Panel was required to meet at least once in a year. However, it was noticed that during the period 1978-79 to 1984-85 only two meetings were held that too-one in July 1978 and the other in August 1984 in which only titles to be printed were to be decided. The Panel Members had also stressed the need for improvement in sales and distribution of this series. Again, the Administrative Staff College, Hyderabad recommended in July 1979 that Trust should initiate sample Surveys evaluation atleast in respect of this series in cooperation with Kendriya Vidyalaya. Although a period of over 6 years have elapsed since then, no evaluation/survey of the scheme has been undertaken by the Trust on the other hand the Trust got evaluation of 28 titles done through the teachers and students of Sardar Patel Vidyalaya and Springdales schools whose principals were on the Advisory Panel. Since a number of Kendriya Vidyalayas are in Delhi it is not clear as to why it was not possible to get evaluation done from them. Since such Vidyalayas are established all over the country with the uniform course of studies, evaluations by these Vidyalayas would certainly be more rewarding and realistic. Now, the Trust has been advised to conduct specific evaluation/survey of this series through the teachers of Kendriya Vidyalaya Sangathan the Committee would like to know the outcome of this survey.

[Sl. No. 16 (Para No. 1.154) of Appendix IV to the 99th Report of PAC
(8th Lok Sabha)]

Action taken

An evaluation/survey of the Nehru Bal Pustakalaya series will be conducted within this financial year. Steps have already been taken in this direction and the agency to conduct the survey is likely to be appointed by the end of May, 1988. It is ensured that results of this survey will be submitted to PAC by end of 1988.

[Ministry of Human Resource Development (Deptt. of Education)
O.M. No.F. 18-1/86-BP. II (Vol. IX) dated 17 May, 1988]

Recommendation

Against the normal practice of printing of book as Nehru Bal Pustakalaya series on creamwove quality of paper costing between Rs. 100/- and Rs. 150 per ream, the Trust used heavier and costlier variety of maplitho paper costing between Rs. 200 and Rs. 300 per ream in a number of cases which resulted in avoidable extra expenditure of Rs. 4 lakhs during the period 1982-83 to 1984-85. The committee have surprised to note the reply of the Trust that since it was well known that concessional paper is not available, it did not consider it necessary to seek the clearance of the Ministry of Human Resource Development, the Committee feel that any deviation for use of costlier paper should have been got approved from them. The Ministry should also take up the question of non-availability of cheap paper with the Ministry of Industry at high level.

[Sl. No. 17 (Para No. 1.155) of Appendix IV to the 99th Report of PAC
(8th Lok Sabha)]

Action taken

Department of Industry had been regulating the supply of white paper for printing of books, exercise books, etc. under a paper control order 1974 according to which the paper Mills were required to manufacture white printing paper to the extent of 30% of their total production capacity. This order has since been repealed with effect from 22nd January, 1987. Government of India has substituted the same with a new scheme under which States/UTs will continue to get concessional paper at Rs. 7,560 per MT. Hindustan Paper Corporation, a Govt. of India Enterprises will supply paper to the allottees in the States/UTs at Rs. 7,560 per MT and shall claim subsidy from the Department of Education against their quoted price of Rs. 10,910 per MT subject to the ceiling of Rs. 3,000 per MT. The supply of paper has been restricted to the States/UTs for the printing of school textbooks, exercise books and examination answer sheets only.

2. This scheme does not cover general books, supplementary readers, university level text and reference books and books published by various autonomous bodies as otherwise the subsidy involved would become enormous and it may also be difficult for the Hindustan Paper Corporation to meet all such requirements.

3. Audit had appointed out that the National Book Trust had incurred an excess expenditure of Rs. 4 lakhs during 1982-83 to 1984-85 on account of using costlier paper for books published under Nehru Bal Pustakalaya series. As advised, they are approaching the Ministry for post-facto regularisation of this expenditure.

4. The books published under the Nehru Bal Pustakalaya Series are meant for children and are printed in two or four colours, it has been found that ordinary paper is not suitable for good quality multi-colour printing and, therefore, cannot be used for publication of this Series. The National Book Trust has, therefore, requested the Ministry to get them Maplitho quality paper at concessional price from the Hindustan Paper Corporation. This Ministry has taken up this issue with the Ministry of Industry.

[Ministry of Human Resource Development (Deptt. of Education)
O.M. No. F. 18 1/86-BP. II (Vol. IX) dated 17 May, 1988]

Recommendation

Editorial Section of the Trust sends the manuscripts to the Production Section for fixing the process for print. The Committee have noticed inordinate delays in 69 cases ranging from 3 months to about 7 years between the receipt of manuscripts in the Production Section and sending them to presses for printing. Similar, delays were also noticed by the presses in 41 cases. Most of the delays were stated to be due to reluctance of printers to take up the job on account of low print runs and making payments of printing bills; in returning the proof of the presses and in supply of paper. The Committee deplore this unsatisfactory state of affairs and desire that NBT should investigate the reasons for delay on these accounts and take necessary steps to avoid such delays in future. National Book Trust should take up printing of books in regional languages with the respective States in their printing presses so that the printing is expedited.

[Sl. No. 24 (Para No. 1.162) of Appendix IV to the 99th Report of PAC
(8th Lok Sabha)]

Action taken

Delay in sending manuscripts to the presses for printing and is getting them printed was caused due to variety of reasons including lack of proper coordination by NBT's Production Section, their inability to get the bills cleared through the Accounts Section in reasonable time and low scheduled printing rates, especially for South Indian Languages. Responsibility to clear the backlog and to avoid such delays in future has been put on a senior officer of the Production Section who has been able to achieve considerable results in a short period. Presses which were holding on to the manuscripts for many years have started printing them and new manuscripts are being assigned for printing. It is expected that with proper monitoring the Production Section will be able to clear the backlog and work in coordination with the Editorial and Sales Sections in future to avoid similar delays.

While the possibility of getting the books in regional languages printed through State Government printing Presses is being explored, it would be relevant to mention that our experience of making such arrangements in the past has not been good. At one time several Malayalam manuscripts were assigned to the State Government press in Kerala for printing. They had to be withdrawn after a lapse of 3-4 years and given to private printing presses because the State Government Press had failed to complete the job. In another case, only two Marathi manuscripts could be got printed through the Government press in Maharashtra though it took considerable time and was comparatively more expensive.

There is a proposal to enter into an agreement with the Telugu Academy Hyderabad for sale of NBT publications in Andhra Pradesh under which the Academy will also help in production of Trust's Telugu books. One such book was recently got printed with their help in record period of less than a month. Similar arrangements may also be made with other non-commercial bodies as in enclosed annexure in different language areas to expedite production of books and promote sales.

**[Ministry of Human Resource Development (Deptt. of Education)
O.M. No.F. 18-1/86-BP. II (Vol. IX) dated 17 May, 1988]**

Recommendation

It is seen that the paper is supplied by the Trust for its publications being printed at private presses. a review of ledger account of paper issued to private presses revealed that out of 29639 reams of text paper and 4555 gross cover paper valuing Rs. 53.07 lakhs issued to private presses during the period from 1979-80 to 1984-85, consumption account of 5814 reams of text paper and 979 gross of cover paper valuing Rs. 8.49 lakhs issued to 116 presses had not been

rendered upto 31 March 1985. The National Book Trust have informed the Committee that since then it has settled the account of paper with 28 printers valued at Rs. 286757.48 and job valued at Rs. 85821 in respect of 17 presses still in progress. The Committee desire that the remaining accounts of Rs. 473247 pertaining to 71 presses should also be settled without any further delay under intimation to them.

[Sl. No. 27 (Para No. 1.165) of Appendix IV to 99th Report of PAC
(8th Lok Sabha)]

Action Taken

Out of the remaining paper with 71 presses worth Rs. 4,73,247.00, paper worth approximately Rs. 2,50,000.00 is lying with the presses in South, East and West India. Since some of it was delivered to presses a few years back, settling of paper accounts with these presses is creating many problems. Assistant Director (Production), Shri H.C.Seth alongwith three other officers had visited all the presses in four States of South India in 1985, mainly to clear paper accounts and to arrange for printing of NBT titles. Another visit by NBT officials is being planned for April-May 1988 to untangle the complications in paper accounts.

Balance pending amount pertains to value of paper under production in various presses and may be termed as running account. Most of it is likely to be settled by June 30th, 1988 when printing bills of various books will be received and paper accounts will be adjusted and further progress in the matter will be appraised of PAC in due course.

[Ministry of Human Resource Development (Deptt. of Education)
O.M. No.F. 18-1/86-BP. II (Vol. IX) dated 17 May, 1988]

Recommendation

The Directorate of Printing of Government of India have prescribed one per cent per colour scale for spoilage of paper during printing, for printing jobs assigned to private presses. The above scale had been adopted by all the book printing Departments of Government of India/autonomous bodies like NCERT. However, the Trust had adopted a very liberal scale ranging from 1 to 5% of colour for text and 1 to 7% for cover for soilage of paper during printing. The Committee are distressed to note that the approval of Executive Committee of the Trust for the scale of spoilage was not obtained by Trust. As such it has been found during test-check that 190 reams of text paper and 132 gross of cover paper valued at 0.47 lakh was allowed as spoilage in excess of the scale in 277 out of 466 print orders given by the Trust during 1980-81 to 1984-85.

In this connection the committee have been informed that the Executive Committee of the Trust in its meeting held on 29 December, 1986 decided that a sub-committee consisting of experts of representatives from the Directorate of Printing, Children's Book Trust, Indian Standard Institution, Sahitya Akademi etc. should be formed to look into this question and evolve fresh schedule of printing rates for adoption by the Trust and also suggest a rational norm for percentage of wastage paper for printing of Trust's publication. The question should be settled expeditiously and if necessary in consultation with the printing Directorate, Government of India.

[Sl. No. 28 (Para No. 1.166) of Appendix IV to 99th Report of PAC
(8th Lok Sabha)]

Action taken

As per the recommendations of the PAC, the Executive Committee of the Trust in its meeting held on December 29, 1986 had formed a committee to suggest a rational norm for percentage of wastage of paper for printing of the Trust's publications. The committee is yet to give its recommendations, and after getting its recommendations, necessary action will be taken and will be intimated to the committee.

[Ministry of Human Resource Development (Deptt. of Education)
O.M. No.F. 18-1/86-BP. II (Vol. IX) dated 17 May, 1988]

Recommendation

From the Aduit Report the Committee find that in spite of the selling price of the books in Nehru Bal Pustakalaya series having been revised by the Government to Rs. 2.50 from May 1977, fresh publications in this series continued to be priced at Rs.1.50 per copy even upto March 1985 with the result that 95 titles were under priced which resulted in loss of Rs. 11 lakhs to the Trust again, the Trust continued allowing discount at the rate of 40 to 45% of State Governments on bulk purchase even after the Govt. of India reduced the discount to 33.33%. Loss due to this unauthorised discount amounted to Rs. 212 lakhs during 1984-85. Similarly, in respect of 9 titles produced under Nehru Bal Pustakalaya series out of 76 titles test checked, the selling prices fixed were found to be 9% to 38% lower than the prime cost itself resulting in loss of Rs. 0.75 lakh to the Trust. The committee would like to know the reasons for the underpricing and also the circumstance due to which more discount than that permissible was given to various institutions/organisations of the Govt. of India. The Committee recommended that stern action should be taken against the persons responsible for this lapse resulting into loss to NBT.

[Sl. No. 31 (Para No.1.169) of Appendix IV to 99th Report of PAC
(8th Lok Sabha)]

Action Taken

A committee was constituted under the Chairmanship of Joint Director (Admn & Fin) to look into the reasons for the under-pricing and the circumstances due to which more discount than permissible was given to various institutions/organisations of the Government of India. That Committee is continuing its investigations. Its findings and recommendations including the action taken by the Trust thereon will be intimated to the PAC in due course.

[Ministry of Human Resource Development (Deptt. of Education)
O.M. No. F.18-1/86-BP. II (Vol. IX) dated 17 May, 1988]

NEW DELHI;
20 April, 1989
30 Chaitra, 1911 (S)

AMAL DATTA
Chairman,
Public Accounts Committee.

PART II
MINUTES OF THE 44TH SITTING OF PUBLIC ACCOUNTS
COMMITTEE HELD ON 20 APRIL, 1989

The Committee sat from 1600 hrs. to 1630 hrs. in Committee Room No. 50, Parliament House.

PRESENT

Shri Amal Datta—*Chairman*

MEMBERS

2. Shri Chhitubhai Garnit
3. Shri M.Y. Ghorpade
4. Shri Mohd. Ayub Khan
5. Shri Y.S.Majahan
6. Maj. Gen. R. S. Sparrow
7. Smt. Usha Rani Tomar
8. Shri Vir Sen
9. Shri Jagesh Desai
10. Shri Kailash Pati Mishra
11. Shri Yalla Sesi Bhushana Rao
12. Shri T.Chandrasekhar Reddy
13. Shri Surender Singh

SECRETARIAT

1. Shri B.D.Duggal—*Director*
2. Shri A. Subramanian—*Senior Financial Committee Officer*

REPRESENTATIVES OF AUDIT

1. Shri G. M. Mani - ADAS (Rlys & Reports)
2. Shri S.B.Krishnan - Director (Reports)
3. Shri T. Sethumadavan - Director (RA & DT)
4. Shri D.S. Iyer - DACWM (I)
5. Shri K. Krishnan - Joint Director (Direct Taxes)

2. The Committee considered and adopted the following Reports:

- (i) *** *** *** ***
- (ii) *** *** *** ***
- (iii) *** *** *** ***

(iv) Draft action taken report on action taken on 99th Report (Eighth Lok Sabha) of Public Accounts Committee relating to National Book Trust.

- (v) *** *** *** ***

3. The Committee authorised the Chairman to finalise the report in the light of verbal and consequential changes arising out of factual verification by Audit and present the same to the House.

The Committee then adjourned.

APPENDIX I

Statement Showing Classification of the Action Taken Notes Furnished by the Government

- (i) Recommendations/observations that have been noted or accepted by Government:**
Sl. Nos. 1, 2, 3, 7, 9, 13, 22, 23, 25, 26, 29, 30, 32, 33, 34 and 35.
- (ii) Recommendations/observations which the Committee do not desire to pursue in the light of replies received from Government:**
Sl. Nos. 4, 10, 11, 14, 15, 18, 19, and 21.
- (iii) Recommendations/observations replies to which have not been accepted by the Committee and which require reiteration:**
Sl. Nos. 5, 6, 12 and 20.
- (iv) Recommendations/observations in respect of which Government have furnished interim replies:**
Sl. Nos. 8, 16, 17; 24, 27, 28, and 31.

APPENDIX II

Conclusions/Recommendations

<i>S. No.</i>	<i>Para No. (s)</i>	<i>Ministry/Deptt. Concerned</i>	<i>Conclusions/Recommendations</i>
<i>1</i>	<i>2</i>	<i>3</i>	<i>4</i>
1	8	Ministry of Human Resource Development	The Committee are not satisfied with the above reply of the Government and deprecate that the efforts being made to sort out the issue with the Kendriya Vidyalaya Sangathan etc.etc. are not serious enough. The Committee would like the matter to be pursued with the K.V.S. at an appropriately higher level and would like to be apprised of the outcome of these efforts. The Committee note with dismay that the Government have not reacted to their earlier suggestion that the Central and State Governments could also be induced to subsidize grants for libraries in the form of books from N.B.T. and they would like the Government to consider this suggestion and apprise the Committee about the results of the consideration.
2	11	Ministry of Human Resource Development	The Committee would like to know whether the posts have actually been filled by now and whether the work of preparation of statement of total shortfall of revenue realised over cost since its inception has already been taken up. The Committee would like the Government to keep a strict watch over completion of the requisite statement so that NBT arrives in a position when it may be able to keep a proper account of the expenditure on publications and their sale proceeds. They would like to be apprised of further developments in this regard.

1	2	3	4
3	14	Ministry of Human Resource Development	The Committee would like to know whether the work of preparing annual publishing programme for the year 1988-89 has actually been completed. The Committee would also like to know as to what extent it has been possible to attract eminent authors for writing books for the National Book Trust. They urge the Government to keep special watch on the completion of this work so that it is possible to attract talent for the books to be written for the National Book Trust.
4	17	Ministry of Human Resource Development	The Government have not intimated the steps taken to dispose of the books damaged during flooding which were lying unsold in the godown hired by the NBT. The Committee would like to know the position in this regard and would urge the Government to make concerted efforts to dispose of these books. They would also like to be apprised of further developments in this regard.

