

**PUBLIC ACCOUNTS COMMITTEE  
(1968-69)**

(FOURTH LOK SABHA)

**THIRTY-FOURTH REPORT**

**WASTEFUL EXPENDITURE ON GOVERNMENT  
PUBLICATIONS**



**LOK SABHA SECRETARIAT  
NEW DELHI**

*November, 1968 / Asvina, 1890 (Saka)*

*Price : Re. 0.40*

**LIST OF AUTHORISED AGENTS FOR THE SALE OF LOK SABHA  
SECRETARIAT PUBLICATIONS**

Serial No.	Name of Agent	Agency No.	Serial No.	Name of Agent	Agency No.
<b>ANDHRA PRADESH</b>			13.	Deccan Book Stall, Ferguson College Road, Poona-4.	65
1.	Andhra University General Cooperative Stores Ltd., Waltair (Visakhapatnam)	8	<b>RAJASTHAN</b>		
2.	G. R. Lakshminpathy Chetty and Sons, General Merchants and News Agents, Newpet, Chandragiri, Chittoor District.	94	14.	Information Centre, Government of Rajasthan, Tripolia, Jaipur City.	38
<b>ASSAM</b>			<b>UTTAR PRADESH</b>		
3.	Western Book Depot, Pan Bazar, Gauhati.	7	15.	Swastik Industrial Works, 59, Holi Street, Meerut City.	2
<b>BIHAR</b>			16.	Law Book Company, Sadar Patel Marg, Allahabad-1.	42
4.	Amar Kitab Ghar, Post Box 78, Diagonal Rd. Jamshedpur.	37	<b>WEST BENGAL</b>		
<b>GUJARAT</b>			17.	Granthaloka, 5/1, Ambika Mookherjee Road, Belgharia, 24-Parganas.	10
5.	Vijay Stores, Station Road, Anand.	35	18.	W. Newman & Company Ltd., 3, Old Court House Street, Calcutta.	44
6.	The New Order Book Company, Ellis Bridge, Ahmedabad-6.	63	19.	Firma K. L. Mukhopadhyay, 6/1A, Banchharam Akkur Lane, Calcutta-12.	52
<b>MADHYA PRADESH</b>			<b>DELHI</b>		
7.	Modern Book House, Shiv Vilas Palace, Indore City.	13	20.	Jain Book Agency, Connaught Place, New Delhi.	1
<b>MAHARASHTRA</b>			21.	Sat Narain & Sons, 3141, Mohd. Ali Bazar, Mori Gate, Delhi.	3
8.	M/s. Sunderdas Gianchand, 601, Girgaum Road, Near Princess Street, Bombay-2.	6	22.	Atma Ram & Sons, Kashmir Gate, Delhi-6	9
9.	The International Book House (Private) Limited, 9, Ash Lane, Mahatma Gandhi Road, Bombay-1.	22	23.	J. M. Jaina & Brothers, Mori Gate, Delhi.	12
10.	The International Book Service, Deccan Gymkhana, Poona-4.	26	24.	The Central News Agency, 23/90, Connaught Place, New Delhi.	15
11.	Charles Lambert & Company, 101, Mahatma Gandhi Road, Opposite Clock Tower, Fort, Bombay.	30	25.	The English Book Store, 7-L, Connaught Circus, New Delhi.	20
12.	The Current Book House, Maruti Lane, Raghunath Dadaji Street, Bombay-1.	60	26.	Lakshmi Book Store, 42 Municipal Market, Janpath, New Delhi	23

CORRIGENDA TO THIRTY-FOURTH REPORT OF THE P.A.C.  
(1968-69) (PRESENTED TO LOK SABHA ON 11.11.1968)

1. Contents page, in the column "page", line 3 -  
for "2" read "1".
2. Page 10, para 1.12, line 3 -  
for "noted" read "noticed".
3. Page 21, Serial No.6, Column 4 -
  - (i) Line 3 -  
for "sould" read "should";
  - (ii) line 7 -  
for "invariable" read "invariably".
4. Page 22, Serial No.8, Column 4 -
  - (i) line 8 -  
for "ournals" read "Journals";
  - (ii) line 10 -  
for "Journal" read "Journals".
5. Page 23, Serial No.12, Column 4, line 6 -  
for "general" read "a general".

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### PART—II\*

Minutes of the sittings of the Public Accounts Committee held on—

23-10-1967 (AN)

26-10-1967 (AN)

10-10-1968 (FN)

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\*Not printed (One cyclostyled copy laid on the Table of the House and five copies placed in Parliament Library).

PUBLIC ACCOUNTS COMMITTEE  
(1968-69)

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Shri M. R. Masani

MEMBERS

2. Shri Syed Ahmed Aga
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4. Shri S. M. Banerjee
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21. Shri N. R. M. Swamy
22. Shri Tarkeshwar Pandey.

SECRETARIAT

Shri Avtar Singh Rikhy—*Deputy Secretary.*

Shri K. Seshadri—*Under Secretary.*

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\*Declared elected on the 19th August, 1968, vice Shri M. M. Dharia resigned from the Committee.

## INTRODUCTION

I, the Chairman of the Public Accounts Committee as authorised by the Committee, do present on their behalf, this Thirty-fourth Report (Fourth Lok Sabha) on "Wasteful Expenditure on Government Publications".

2. The Committee during their examination of various Ministries, have become painfully conscious of a common pattern of wasteful expenditure on Government publications, which generally takes the form of printing too many copies of various publications with the result that most of them have either to be given away or thrown away. The Committee felt that it had become necessary to bring this tendency on the part of almost all Ministries to the notice of Parliament in a more pointed manner than is possible if this matter is referred to incidentally in a large number of separate Reports. Hence this Report.

3. The Report contains a resumé of important cases of excessive printing and wasteful expenditure on Government Publications which had come to the notice of the Public Accounts Committee (1967-68) and were also commented upon by them alongwith other matters in their Thirteenth, Fourteenth and Nineteenth Reports (Fourth Lok Sabha).

4. In addition, certain paragraphs in the Audit Report (Civil) 1967 and Audit Report (Commercial) 1967, relating to wasteful expenditure on publications brought out by the Directorate of Advertising and Visual Publicity (Ministry of Information and Broadcasting) and the Publications Branch (Ministry of Works, Housing and Supply) were examined by the Committee at their sittings held on the 23rd (AN) and 26th (AN) October, 1967.

5. The Committee considered and finalised this Report at their sitting held on the 10th October, 1968 (FN). Minutes of these sittings of the Committee form Part II\* of the Report.

6. The Committee place on record their appreciation of the assistance rendered to them in this regard by the Comptroller and Auditor General of India.

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\*Not printed. One cyclostyled copy laid on the Table of the House and five copies placed in Parliament Library.

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7. They would also like to express their thanks to the officers of the Ministry of Information and Broadcasting and the Ministry of Works, Housing and Supply for the Co-operation extended by them in giving information to the Committee.

M. R. MASANI,

*Chairman,*

*Public Accounts Committee.*

NEW DELHI;

October 12, 1968.

Asvina 20, 1890 (S).

The Public Accounts Committee, while examining the Audit Report (Civil), 1967, Audit Report (Commercial) 1967, Audit Report (Defence Services), 1967 and Audit Report (P&T), 1967, came across numerous cases of excessive printing and other wasteful expenditure on publications put out by various Ministries and Departments. The Committee observed that, in a large number of cases, a substantial number of copies of the publications remained unsold or otherwise undisposed of, thus leading to the accumulation of heavy stock and necessitating the weeding out of a substantial number of copies. The Committee also observed that quite a large number of copies of the publications brought out by the various Ministries had to be distributed gratis.

1.2. The Committee noted that this unfortunate practice of over-printing and consequent wasteful expenditure is prevalent in almost all the Ministries and Departments of the Government of India. A habit appears to have developed of print orders being placed for various publications very much in excess of requirements, which invariably leads to infructuous and wasteful expenditure, for the excess number of copies have ultimately to be weeded out and/or distributed free. Further, until the excess number of copies is weeded out, additional expenditure has to be incurred on maintenance of heavy stocks of publications.

## II

### SUMMARY OF SOME CASES

1.3. A summary of the cases of excessive printing and other wasteful expenditure on Government publications which came to the notice of the Committee while examining the Audit Report (Civil), 1967, Audit Report (Commercial), 1967, Audit Report (P&T), 1967 and Audit Report (Defence Services), 1967, is given in the following paragraphs. An earlier case on which the Committee had commented in their Forty-first Report (Third Lok Sabha) is also briefly described as an illustration of the evil of over-printing of Government publications.

1.4. The Committee, in paras 1.51 and 1.52 of their Forty-first Report (Third Lok Sabha), had commented adversely on the printing



of excessive number of copies of "Rashtriya Panchang" by the Ministry of Civil Aviation. In that case, the Committee had observed:

"The Committee are surprised to find that out of 1,50,850 copies (which included 33,300 copies meant for free distribution) printed at a cost of Rs. 1.50 lakhs during the 7 years ending with 1963-64 (1885—SE), only 27,033 copies were sold and 75,675 copies were declared surplus. Further there are no accounts available with the Ministry in regard to 5,445 copies. The sale of 69,457 copies as waste which brought Rs. 4,012 resulted in a loss of Rs. 65,445 computed with reference to the actual cost of printing. This loss, the Committee feel could have been reduced, if the minimum number of copies only had been printed. The Committee also find that there has not been much publicity about the usefulness and value of Panchang".

The recommendations and observations of the Committee in that report were subsequently accepted by the Government (cf. Fifth Report of PAC—Fourth Lok Sabha).

1.5. The Committee in paras 7.1 to 7.7. of their Thirteenth Report (Fourth Lok Sabha), while examining the Audit Report (P&T), 1967, had commented on the excessive printing of "Souvenir Facsimile Stamp Albums". In that case, the Posts and Telegraphs Department, on the occasion of the Stamp Centenary in 1954, had brought out about 10,350 copies of the "Souvenir Facsimile Stamp Albums" for sale to the public at a total cost of Rs. 1.04 lakhs. The Department was, however, able to sell copies of the Album worth Rs. 70,000 only over twelve years. In that connection, the Committee had observed:

"..... the printing of this Album was a most 'ill-conceived business venture', as admitted by the representative of the P & T Board during evidence. Without properly assessing the demand for this Album, the P & T Department set out to produce this Album and this has resulted in the accumulation of unsold stocks.

The Committee stress upon the P & T Department the need to be more realistic and conservative in their assessment of the demand of such a publication before placing the print order."

1.6. The Committee, in paras 2.57 & 2.58 of their Fourteenth Report (Fourth Lok Sabha), while examining the Audit Report

(Civil), 1967 had commented on cases of excessive printing of publications by the National Botanical Gardens, Lucknow and the Central Mining Research Station, Dhanbad, both under the CSIR, Ministry of Education. The Committee had made the following observations in this connection:—

“2.57. The Committee are distressed to note that inspite of the heavy accumulation of unsold publications in the two institutions since 1963 (the percentage of accumulation ranged between 63 and 99 during 1963-65), as mentioned in the Audit para, indicating an avoidable waste of public funds, no effort was made by the CSIR to analyse the reasons for it. It is only recently that, in pursuance of the recommendations contained in paras 4.361 and 4.362 of 41st Report (Third Lok Sabha) and para 2.33 of 5th Report (Fourth Lok Sabha) of the Public Accounts Committee, they have appointed two Expert Committees to examine the publication and pricing policies of the various institutions of the CSIR.

2.58. The Committee need hardly stress that the Expert Committee should conclude their deliberations early so that the entire policy of printing by various institutions of the CSIR is placed on sound and realistic footing without undue delay. In the meantime, the CSIR should impress on all the Laboratories and Institutions under its control the need to observe the utmost economy in the printing of publications and to avoid further waste of the tax payers' money. At the same time, the Committee would like the CSIR to make a sustained effort to dispose of the large number of unsold copies which have accumulated with the institutions of the CSIR.”

1.7. Again, in para 3.72 of the above Report, the Committee had commented upon the printing of publications by the University Grants Commission much in excess of their requirements. The following observations were made by the Committee on this point:—

“3.72. The Committee find that the percentage of the copies sold to the total print order during the six financial years from 1959-60 to 1965-66 has varied from 4 to 11. The Committee feel that this percentage is shockingly low, even taking into consideration that some of the books have to be issued as complimentary copies. Further the number of copies of the different publications in stock is also distressingly high. The corres-

ponding waste of public funds cannot be overlooked or condoned. The Committee suggest that the University Grants Commission should review their publication policy and evolve a suitable procedure whereby the print order is kept to the essential minimum. The number of books to be issued as complimentary copies should also be drastically reduced. The Committee desire that the University Grants Commission should take suitable measures to boost the sale of unsold copies so that the money spent is not needlessly blocked."

1.8. Summing up their observations in regard to excessive printing of publications by the various institutions attached to the Ministry of Education|University Grants Commission, the Committee stated in para 5.3 of their fourteenth Report (4 LS):—

"The Committee find that a habit has developed of print orders being placed for various publications very much in excess of requirements, with the result that the percentage of unsold copies remained very high. In the case of the Sangeet Natak Akademi, the percentage of unsold copies to total printed copies has ranged between 74 to 93 (c.f. para 1.83). In the case of two institutions of the Council of Scientific and Industrial Research, viz., National Botanical Gardens and the Central Mining Research Station, Dhanbad, the percentage of accumulation of various publications ranged between 63 to 99 during 1963-65 (c.f. para 2.50). During 6 financial years 1959-60 to 1965-66, the percentage of copies sold to total print order has varied from 4 to 11 (c.f. para 3.68), in the case of University Grants Commission and the number of copies of different publications in stock was distressingly high. Overprinting and overpricing appear to be mainly responsible for the accumulation of unsold publications. The Committee desire that the Ministry of Education|University Grants Commission should examine the printing and pricing policy of the various institutions attached to them and issue suitable instructions so that excessive print orders and unrealistic pricing are avoided. The number of books to be issued as complimentary copies should also be drastically reduced. Suitable measures should also be taken to boost sales of unsold stock. The Committee feel that a realistic and conservative attitude is called for so far as the printing of various publications is concerned.

Such a step will not only result in economy, but also in avoidance of accumulation of unsold stock.”

1.9. The Committee in paras 1.85 to 1.101 of their Nineteenth Report (Fourth Lok Sabha), while examining the Audit Report (Defence Services), 1967 had commented on cases of excessive printing and consequent accumulation of stocks of certain publications by the Ministry of Defence. The Committee found that, out of the publications brought out during the four years ended December, 1965 over 40 per cent of the copies originally printed still remained in stock on the 20th February, 1967, in the case of seven out of nine priced publications and 29 out of 93 unpriced publications. The Committee felt that *prima facie* the original print order for those seven priced and 29 unpriced publications was unduly large, and observed:

“The Committee consider that the print orders for these publications should be placed on a more realistic and conservative basis, so that wastage resulting from excessive print orders and the consequent accumulation in stock are strictly avoided.”

1.10. The Committee while examining paragraph 42(B) at pages 56-58 of the Audit Report (Civil), 1967, relating to the Ministry of Information and Broadcasting, Directorate of Advertising and Visual Publicity, came across the following cases of excessive printing, wasteful expenditure and other irregularities:

(i) *Printing of 49,000 Albums for New York World Fair:—*

Printing of 49,000 sets of albums for sale at the New York World Fair—Against about 49,000 sets of picture albums (each set consisting of 5 albums) produced for sale (at the rate of \$ 1½ to \$ 2 each) at the New York World Fair, only 5,000 sets were sent to the Fair and the remaining 44,000\* sets were sent to the Tourist Department. Only 150 sets were sold at the Fair; another 1,000 sets (approximately) were sold by the Tourist Department through the Publications Division. About 7,500 sets were distributed free. The stocks lying unsold as at the end of January, 1967 were valued at Rs. 4.73 lakhs.

The firm to whom the contract for printing of albums was given, used inferior quality of paper (11 per cent less in weight) and the

\*The latest information furnished by the Ministry of Information and Broadcasting showing the position of distribution of albums as on 1st September, 1968 is reproduced in Appendix I.

difference in the cost of paper quoted for and that actually used was Rs. 23,165. The supplies were, however, accepted and for using inferior quality of paper a penalty of Rs. 26,835 only was imposed on the firm, though according to the conventions followed by the Directorate, a penalty of about Rs. 71,334 (apart from reduction of rate on account of cheaper material used) could be recovered.

Explaining the background of the printing of these albums, the Secretary to the Ministry of Information and Broadcasting stated that it was a wrong impression that these albums were meant for sale at the New York World Fair. The New York World Fair only enabled the Ministry of Information and Broadcasting to undertake the production of these albums on an urgent basis. He added that it had been decided by the Departments concerned that whatever number of albums was left over, would be used by the Tourist Department, Ministry of External Affairs and other Departments of the Government for distribution. In reply to a question whether there was any time limit for the printing of these albums, the witness stated: "The time factor was there in the sense that they had to be supplied to the New York World Fair by a certain time." He, however, agreed that "in certain cases, we go in for more printing than we need immediately". He accepted the suggestion of the Committee to undertake a review of the procedure for placing print orders so as to ensure that only the required minimum number of copies of the publications were printed.

The Committee desired to know why the Ministry had accepted the albums printed on inferior quality of paper. The witness stated that the sub-standard quality of paper was used only in the cover of the albums and that the distribution of the sale of the albums had not suffered because of that. He added that the sample copies supplied by the firm were according to the specifications but that the Ministry did not check up the copies when the bulk supply was received. It was detected only after several months of the printing of the albums.

(ii) *Printing of two lakh publicity folders required for distribution at the New York World Fair and for tourist campaign:—*

The work was entrusted to a firm in February, 1964 and was to be completed by June, 1964. The folders were required to be folded in the centre, but as these were bulky, it was eventually decided that these should be accepted flat. As a result of the revised layout, 3 sets of some of the blocks already prepared by the firm were ren-

dered useless and several other blocks had to be trimmed to a smaller size; and the Department had to bear this infructuous expenditure (Rs. 24,300).

There were serious delays in supply of folders by the firm. Up to the stipulated date of June, 1964, the firm supplied only 100 advance copies which contained errors and were not paid for. The folders were, however, supplied between March, 1965 and January, 1967 (more than one lakh copies were supplied after the conclusion of the Fair on 17th October, 1965). Some maps have yet to be inserted in 50,000 folders (February, 1967).

The Director General, Tourism informed the Committee that these folders were to be distributed over a period of two to three years, that the World Fair went on for two years and that the folders were still being distributed.

The Committee have been informed that a penalty of Rs. 3391|-- was imposed on the printers and recovered in September, 1967.

(iii) *Supply of folders and brochures for distribution at the New York World Fair:—*

A substantial number of the publications, as detailed below, could not actually be sent to the Fair, thus defeating the object for which these were got printed.

Name of folders/brochures	Cost of printing (in lakhs of rupees)	Copies printed/ordered for printing	Copies sent to the Fair
Changing Face of India . . . . .	1.00	50,000	26,900
Five Year Plans . . . . .	0.50	50,000	28,490
Agriculture . . . . .	0.44	50,000	29,375
Transport . . . . .	0.44	50,000	30,450
Power . . . . .	0.44	50,000	30,000
Basic Industries . . . . .	0.44	50,000	29,900
Scientific Research . . . . .	0.44	50,000	24,734

The Committee have been informed that the folders were also distributed at other international exhibitions e.g. Carribean Exhibition, Balgrade Fair, ECAFE exhibition. The remaining folders have been distributed to External Publicity Division,

Department of Tourism, Five Year Plan Publicity Units, Exhibition Division, colleges etc. and that none is in stock in September, 1968.

(iv) *Printing of 2.70 lakhs copies of a poster captioned "Let None Divide Us":—*

The posters were to be of the size of 20"x30". On 14 October, 1965, when 25,100 copies had been printed, it was decided to have the full quota printed in 30"x40" size. The work was entrusted to the same firm without re-inviting tenders or settling the charges in advance. In February, 1966, when the work was in progress, the Directorate decided to pay to the firm @ Rs. 100 per thousand copies, although according to the Ministry, if competitive tenders had been invited the printing rates would not have been more than Rs. 64 to Rs. 73 per thousand copies. Up to 18th April, 1966 only 1.12 lakh copies were received against the print order of 2.70 lakh copies, and it was decided that the further printing work be dropped on the consideration that no useful purpose would be served after such an inordinate delay in printing. The purpose for which the posters were required was largely defeated.

The Ministry of Information and Broadcasting have stated in their note submitted to the Committee, that the poster "Let None Divide Us" was originally designed on the advice and guidance of the Informal Publicity Group, set up to advise the Directorate of Advertising and visual Publicity. But, subsequently, when printed copies were seen by the Informal Publicity Group, they felt that a bigger size with yellow background would have a greater appeal and impact on the public mind. The size of the poster was accordingly changed.

The Ministry of Information and Broadcasting have also stated that necessary cuts had been made by them from the printers' bills for delay in supply of copies.

(v) *Printing of 2 lakhs copies of the booklet "Post Office Savings Bank" at the Government of India Press, New Delhi:—*

The work was entrusted in December, 1963 and was to be completed by January, 1964. The Press, however, delivered the printed copies between December 19, 1964 and February 11, 1965. A large number of these booklets could not be put into circulation due to revision of the Post Office Savings Bank Rules (incorporated in these booklets) from 1st March, 1965.

The Ministry of Information and Broadcasting stated in a note that the question of allocation of the printing of eight national savings folders, including the booklet "Post Office Savings Bank" was

discussed at a meeting with the Controller of Printing on the 3rd December, 1963, who agreed to undertake these jobs on the basis of the specifications and time schedule indicated by the Directorate of Advertising and Visual Publicity. The decision taken at the meeting was also confirmed in writing by the Controller of Printing on the 7th December, 1963. The Ministry of Information and Broadcasting have informed the Committee that the Government of India Press was being reminded by the Directorate of Advertising and Visual Publicity from time to time to expedite the completion of the job and the Chief Controller of Printing and Stationery was also apprised of the position. It was also brought to the notice of the Controller of Printing by the Deputy Director, Visual Publicity, by a letter dated the 15th September, 1964, that the publicity nature of the booklet would be lost in case of delay in Printing and that the text of the booklet would also become obsolete.

The expenditure on the printing of the booklet has been intimated by the Government of India Press as Rs. 12,592'-.

The Ministry of Information and Broadcasting have informed the Committee that the undistributed copies of the booklet, numbering 30,500, were destroyed, as the distribution of out-dated copies might have created confusion.

1.11. The Ministry of Information and Broadcasting in their note have furnished the following information in regard to the publications brought out by them:—

(Rs. in lakhs)

Year	Sales During the year	Issues gratis during the year	Total issues during the year	Stock of publica- tions at the end of the year	Percentage of closing stock to total issues
1962-63	18.49	0.98	19.47	35.56	183
1963-64	20.05	1.39	21.44	37.52	175
1964-65	21.25	0.75	22.00	38.93	177
1965-66	20.00	0.76	20.76	42.42	204

The Ministry of Information and Broadcasting have stated in their note that, out of the books published during the period 1962-63 to 1965-66, many of the titles had been sold out and some were still on sale. The need for weeding out those titles had not arisen and the question of assessing whether there had been excessive print orders had not, therefore, arisen.



It is, however, noted from the above statement that the percentage of closing stock of publications was between 175 and 204 to total issues during the four years ending March, 1966 and the value of unsold stocks went up from Rs. 35.56 lakhs in 1962-63 to Rs. 42.42 lakhs in 1965-66.

1.12. The Committee, while examining the Audit Report (Commercial), 1967, relating to the Ministry of Works, Housing and Supply, Publications Branch, noted that the Percentage of closing stock of publications was between 156 and 176 to total issues during the three years ending March, 1965 and the value of unsold stocks had risen from Rs. 65.68 lakhs in 1962-63 to Rs. 80.19 lakhs in 1964-65.

(Rupees in lakhs)

Year	Sales during the year	Issues gratis during the year	Total issues during the year	Stock of publications at the end of the year.	Percentage of closing stock to total issues.
1962-63	16.40	25.72	42.12	65.68	156
1963-64	19.07	22.53	41.60	73.29	176
1964-65*	24.77	22.97	47.74	80.19	168

During his evidence before the Committee, the Chief Controller of Printing and Stationery stated that they printed the publications and stocked them for the general use of the Government. He added that the stock of publications which were of general interest as for example, Five Year Plans, Census Handbooks, Acts, Codes and Manuals of various Departments, could not be restricted to one year only, because their demand was of a continuing nature. When the Committee pointed out that from the figures it was obvious that print orders, placed by the Departments were inordinately high, the witness replied "In some cases, yes".

\*The Ministry of Works, Housing & Supply have furnished the following information in respect of the years 1965-66 and 1966-67 :—

Year	Sales during this year	Issues gratis during the year	Total issues during the year	Stock of publications at the end of the year	Percentage of closing stock to total issues
1	2	3	4	5	6
1965-66	23.85	23.01	46.86	94.21	200
1966-67	27.21	26.80	54.01	106.14	196

In reply to a question, the Secretary, Department of Works and Housing stated: "If the Government Departments have to pay for these things, I think they will order a smaller number than today." In reply to a question, the representative of the Ministry of Finance stated: "I am inclined to agree that it will be very effective if they have to pay for their publications."

In reply to a question whether the Department would consider reducing the price of some of the books of which stocks were excessive, the Secretary, Department of Works and Housing stated. "We can consider that."

The chief Controller of Printing and Stationery, when asked about the steps taken or proposed to be taken to prevent the accumulation of large stocks of publications, occupying space and blocking up public funds, stated that the Ministry was sending a work study unit to the Manager of Publications to study the problem and also taking up the matter, if necessary, with the Departments concerned through the Administrative Reforms Department.

1.13. The Committee, while examining the Audit Report (Commercial) 1967, paragraph 3 at pages 290-291, relating to the Ministry of Works, Housing and Supply, Publications Branch, noted that during the period 1962-63 to 1964-65, publications of value of Rs. 10.27 lakhs were weeded out. A few instances of excessive printing of copies of certain publications, as disclosed by the record of weeded out publications, are given below:—

Name of the publication	Number of copies printed	Number of copies weeded out	Percentage of number of copies weeded out to the number of copies printed	Value of the copies weeded out.
				Rs.
1. Central Secretariat Manual	25,000	11,886	48	25,198
2. The Report of Amber Charkha Enquiry Committee	8,500	5,020	59	18,172
3. The Representation of People (Conduct) of Election Rules	50,000	16,525	33	10,328
4. Mineral Production in India 1957	2,000	977	49	8,793
5. Manual of Election Law	3,500	2,285	65	7,426
6. Representation of Peoples Act	40,000	13,824	35	6,914
7. Pamphlet for I.A.S.(Spl.)Recruitment Examination, 1956.	3,000	2,791	93	6,279

The Ministry have stated that the number of copies to be printed are indicated by the Ministry/Department concerned and that the heavy weed-out referred to Manuals and Acts only and as such was unavoidable, as re-enactment of laws and revised editions of Acts, Rules and Manuals had become more frequent, rendering the original editions obsolete.

The Chief Controller of Printing and Stationery in his evidence before the Committee, stated that 11,886 copies out of 25,000 printed originally, of the Central Secretariat Manual were weeded out when a new edition of the publication was brought out. He further stated that 13,824 copies of the Representation of Peoples Act, out of 40,000 copies originally printed, had to be weeded out when a new Act was enacted by Parliament, as the people were not interested in the old Act. As regards the weeding out of 2,791 copies of the pamphlet for I.A.S. (Special) Recruitment Examination, 1956, out of 3,000 copies originally printed, the witness stated: "Normally for I.A.S. question papers and pamphlets published every year the off-take is about 3,000. Probably at that time it was not realised that this was special recruitment—in 1956—and 3000 copies were ordered and printed."

The witness also stated that if the indenting Ministries and Departments were made to pay for their publications, it would act as an "automatic check" on excessive printing.

In reply to a question whether the printing press machinery was capable of keeping composed metal intact for a couple of months after publication in order to assess the off-take and then decide whether the full order should be executed, the witness stated that that could be done provided the Department concerned asked them to do so.

1.14. While examining the Audit Report (Commercial) 1967, paragraph 2(b) at page 290, relating to the Ministry of Works, Housing and Supply, Publications Branch, the Committee noted the following excesses and shortages disclosed as a result of physical

verification of the stock of publications for the last five years ending March, 1966:—

(Rs. in lakhs)		
Year	Excesses	Shortages
1961-62	2.36	8.01
1962-63	No Stock-taking was carried out in main office and Kitab Mahal, Delhi.	
1963-64	4.22	7.14
1964-65	3.08	3.95
1965-66	3.12	4.00
*		

There was also considerable time lag, i.e. four to five months, between the actual supply and posting thereof in the price store ledgers.

The Chief Controller of Printing and Stationery, in his evidence before the Committee, stated that reconciliation of quantity ledgers with price ledgers had been started after 1964 and was still to be completed. He added that physical verification of the stock for the year 1966-67 had been completed but the reconciliation had not been completed.

\*The Ministry of Works, Housing & Supply have furnished the following information in respect of the year 1966-67.

Year	Excesses	Shortages
1966-67	4,00,380	8,84,970

### III

#### CONCLUSIONS

1.15. From a review of the facts stated in the foregoing paragraphs, the Committee have come to the conclusion that the following factors are largely responsible for the widespread evil of excessive printing and other wasteful expenditure on Government publications:—

- (i) There is a general tendency in the Ministries and Departments to pitch their print orders on in-ordinately high estimates which are sometimes grossly in excess of their requirements without exercising due caution in assessing their own requirements and the likely public demand for their publications. This results, in most cases, in the accumulation of heavy stocks, the blocking of substantial public funds and the heavy weeding out of surplus copies in the end.
- (ii) The various Ministries and Departments are not required, under the existing rules, to bear the expenditure on their publications and the expenditure on publications is not shown in their respective budgets. This tends to encourage them to place their print orders in excess of requirements for the various publications with a lack of responsibility.
- (iii) The time schedule of printing is not strictly enforced and there are serious delays in printing both through the Government presses as well as private printers. In many cases, the delays are so serious that the publications become out of date or otherwise lose their utility by the time the printed copies are received.
- (iv) The procedure of inviting tenders for entrusting jobs to private printers is not strictly and invariably followed, which deprives the Government of the advantage of competitive rates.
- (v) There is no careful advance planning regarding the layout and size of the publications and sometimes changes are made in the midst of printing.

- (vi) There is laxity in checking the quality and standard of printing and the paper used for printing.
- (vii) The Departments concerned do not give adequate publicity regarding the availability of the publications.
- (viii) The physical verification of the stock of publications and the reconciliation between the quantity ledgers and the price ledgers are not done regularly.

## IV

### RECOMMENDATIONS

1.16. The Committee are greatly perturbed to note the alarming extent of the needless overprinting and the consequent heavy infructuous and wasteful expenditure on Government publications. The Committee feel that Government can effect substantial savings if the various Ministries and Departments are made to place their print orders on a realistic and conservative basis.

1.17. The Committee feel that, if all the Ministries and Departments are made to bear the expenditure on their respective publications, it would effectively discourage the present tendency towards reckless overprinting and wasteful expenditure. The Committee, therefore, recommend that the expenditure on publications should be provided for in the budgets of all the Ministries and Departments under a separate sub-head in the relevant Demand for Grant with a specific mention in the Explanatory Notes so that it receives the attention of Parliament.

1.18. The Committee suggest that every Ministry or Department should make a careful and comprehensive review of the books, periodicals, brochures and other publications brought out by them from time to time with a view to determining their utility, public demand and sales prospects and in the light of that review make a careful assessment of the minimum number of copies which should be printed in each case. The Committee feel that, except for publications of historical importance and continuing interest, it should be possible to determine the number of copies to be printed in each case in such a way that the stock is sold out before the publication becomes out of date or loses its utility.

1.19. Government may examine the feasibility of printing, in the first instance, the minimum number of copies of the publications required and asking the printers to keep the composed metal intact for some time after publication in order to assess the off-take and decide whether the full print order should be executed.

1.20. The Committee feel that one of the reasons for heavy accumulation of unsold publications is costly production and overpricing. The Committee, therefore, suggest that the pricing policy may be rationalised.

1.21. The Committee urge that Ministries and Departments should strictly enforce the time schedule of printing both by the Government as well as private printers. They should plan the printing of their publications in such a way that the publications do not become obsolete or otherwise lose their utility by the time the printed copies are received. In case of delay in printing the publications, a suitable penalty should invariably be imposed on the printers, whether Government or private.

1.22. The Committee strongly urge that the procedure of inviting tenders for printing of publications by private printers should be followed in order to avail of the advantage of competitive rates.

1.23. The Committee are of the view that all Ministries and Departments should make a comprehensive review of the quality of the publications brought out by them from time to time with a view to effecting improvements and increasing public demand for them. In this connection, the Committee note that the Government contemplate taking a number of steps to improve the quality of the "Indian Listener", whose sale has considerably fallen during recent years, and other journals which are brought out to publicise the programmes of All India Radio. The Committee feel that the publication of such journals should be organised on commercial lines as far as possible.

1.24. The Committee would like to stress the need to check the lay-out and get up of the publications and the quality of the paper to be used before passing the final order for printing.

1.25. The Committee suggest that the various Ministries and Departments should give adequate advance publicity to their respective publications amongst the likely customers in order to prevent accumulation of unnecessary stocks due to poor sales.

1.26. The Committee are of the opinion that the physical verification of publications should be done annually and the reconciliation between the quantity ledgers and price ledgers should be kept-up-to-date in order to discover irregularities and take timely remedial action. The Committee would also like Ministries and Departments to ensure that there are no losses due to unauthorised issue of priced publications and that proper vigilance is kept on the stock of publications.

1.27. The Committee suggest that all Ministries and Departments should make a careful review of the list of persons or organisations



to whom publications are issued gratis with a view to curtailing the list of such persons or organisations to the minimum necessary. A system should be evolved whereby publications of a general nature are sent free only to those persons who are concerned and really interested in them or who had made a request for their supply instead of mailing them indiscriminately according to the list.

NEW DELHI;  
October 10, 1968.  

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Asvina 18, 1890 (Saka).

M. R. MASANI,  
Chairman,  
Public Accounts Committee.

## APPENDIX I

(See para 1.10(i) of Report)

*Statement showing position of distribution of picture albums as on 1-9-1968.*

Sl. No.	Name of Picture Album	Print order	Copies Received	Copies supplied to New York world Fair	Copies supplied to T. Os abroad	Copies supplied to T.Cs in India	Copies supplied to Individuals/ Missions and others	Stock in hand as on 1-9-68
1	2	3	4	5	6	7	8	9
1	Miniature Paintings	50,000	52,441	5,000	14,550	2,810	@12,276	*17,805
2	Modern Contemporary Paintings	50,000	48,497	5,000	14,550	2,735	@12,040	*14,172
3	Sculptures of India	50,000	49,031	5,000	14,550	2,685	@11,014	*15,782
4	Monuments of India	50,000	48,947	5,000	14,550	2,685	@11,203	*15,509
5	Folk Dances of India	50,000	49,365	5,000	14,650	2,685	@12,218	*14,812

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NOTES—@1. 5,000 copies of each picture albums were directly supplied by DAVP to the Ministry of International Trade against the print order of 50,000 copies each of Picture Album. This is indicated in the receipt column No. 4.

\*2. This includes 5,000 copies of each Picture Album given to DPD for sale out of which 2200, 2300, 2600, 2950 and 2350 copies respectively have been received back by the Tourist Deptt. Information regarding the balance copies sold is being compiled.

## APPENDIX II

### Summary of Recommendations

Sl. No.	Para No. of Report	Ministry/Department concerned	Recommendations
1	2	3	4
1	I-16	All Ministries and Departments	The Committee are greatly perturbed to note the alarming extent of the needless overprinting and the consequent heavy infructuous and wasteful expenditure on Government publications. The Committee feel that Government can effect substantial savings if the various Ministries and Departments are made to place their print orders on a realistic and conservative basis.
2	I-17	-do-	The Committee feel that, if all the Ministries and Departments are made to bear the expenditure on their respective publications, it would effectively discourage the present tendency towards reckless overprinting and wasteful expenditure. The Committee, therefore, recommend that the expenditure on publications should be provided for in the budgets of all the Ministries and Departments under a separate sub-head in the relevant Demand for Grant with a specific mention in the Explanatory Notes so that it receives the attention of Parliament.
3	I-18	-do-	The Committee suggest that every Ministry or Department should make a careful and comprehensive review of the books, periodicals, brochures and other publications brought out by them from time to time with a view to determining their utility, public demand and sales prospects and in the light of that re-

view make a careful assessment of the minimum number of copies which should be printed in each case. The Committee feel that, except for publications of historical importance and continuing interest, it should be possible to determine the number of copies to be printed in each case in such a way that the stock is sold out before the publication becomes out of date or loses its utility.

- 4      I.19      All Ministries and Departments      Government may examine the feasibility of printing, in the first instance, the minimum number of copies of the publications required and asking the printers to keep the composed metal intact for some time after publication in order to assess the off take and decide whether the full print order should be executed.
5.      I.20      Do.      The Committee feel that one of the reasons for heavy accumulation of unsold publications is costly production and overpricing. The Committee therefore suggest that the pricing policy may be rationalised.
6.      I.21      Do.      The Committee urge that Ministries and Departments should strictly enforce the time schedule of printing both by the Government as well as private printers. They should plan the printing of their publications in such a way that the publications do not become obsolete or otherwise lose their utility by the time the printed copies are received. In case of delay in printing the publications, a suitable penalty should invariably be imposed on the printers whether Government or private.
- 7      I.22      Do.      The Committee strongly urge that the procedure of inviting tenders for printing of publications by private printers should be followed in order to avail of the advantage of competitive rates.
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|----------|--------------------------------|--|--|
| 8. 1.23  | All Ministries and Departments |  | The Committee are of the view that all Ministries and Departments should make a comprehensive review of the quality of the publications brought out by them from time to time with a view to effecting improvements and increasing public demand for them. In this connection, the Committee note that the Government contemplate taking a number of steps to improve the quality of the "Indian Listener", whose sale has considerably fallen during recent years, and other journals which are brought out to publicise the programmes of All India Radio. The Committee feel that the publication of such Journal should be organised on commercial lines as far as possible. |
| 9. 1.24  | Do.                            |  | The Committee would like to stress the need to check the lay-out and get up of the publications and the quality of the paper to be used before passing the final order for printing.   |
| 10. 1.25 | Do.                            |  | The Committee suggest that the various Ministries and Departments should give adequate advance publicity to their respective publications amongst the likely customers in order to prevent accumulation of unnecessary stocks due to poor sales.   |
| 11. 1.26 | Do.                            |  | The Committee are of the opinion that the physical verification of publications should be done annually and the reconciliation between the quantity ledgers and price ledgers should be kept up-to-date in order to discover irregularities and take timely remedial action. The Committee would also like Ministries and Departments to ensure that there are no losses due to un-  |

authorised issue of priced publications and that proper vigilance is kept on the stock of publications.

12. 1.27

All Ministries and Departments The Committee suggest that all Ministries and Departments should make a careful review of the list of persons or organisations to whom publications are issued gratis with a view to curtailing the list of such persons or organisations to the minimum necessary. A system should be evolved whereby publications of general nature are sent free only to those persons who are concerned and really interested in them or who had made a request for their supply instead of mailing them indiscriminately according to the list.

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Serial No.	Name of Agent	Agency No.	Serial Nos.	Name of Agent	Agency No.
27.	Bahree Brothers, 188, Lajpatrai Market, Delhi-6.	27	33.	Rookwell, 4, Sant Narakari Colony, Kingsway Camp, Delhi-9.	96
28.	Jayana Book Depot, Chapparwala Kuan, Karol Bagh, New Delhi.	56		MANIPUR	
29.	Oxford Book & Stationery Company, Scindia House, Connaught Place, New Delhi-1.	65	34.	Shri N. Chaoba Singh, News Agent, Ramlal Paul High School Annex, Imphal.	77
30.	People's Publishing House, Rani Jhansi Road, New Delhi	76		AGENTS IN FOREIGN COUNTRIES	
31.	The United Book Agency, 48, Amrit Kaur Market, Pahar Gani, New Delhi.	88	35.	The Secretary, Establishment Department, The High Commission of India, India House, Aldwych, LONDON, W.C.-2.	
32.	Hind Book House, 82, Janpath, New Delhi	95			

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