

**PUBLIC ACCOUNTS COMMITTEE
(1971-72)**

(FIFTH LOK SABHA)

FORTY-FIRST REPORT

**[Appropriation Accounts (Civil) 1969-70 and Report of
the Comptroller & Auditor General of India for the
year 1969-70, Central Government (Civil) relating to
the Ministry of Works and Housing]**



**LOK SABHA SECRETARIAT
NEW DELHI**

April, 1972 Chaitra, 1894 (Saka)

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(1971-72)

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Shri Avtar Singh Rikhy—*Joint Secretary*

Shri B. B. Tewari—*Deputy Secretary*

Shri T. R. Krishnamachari—*Under Secretary*

*Ceased to be member of the Committee consequent on retirement from Rajya Sabha
w.e.f. 2-4-1972.

@Declared elected to the Committee on 3-6-71 vice Shri Niranjan Verma resigned.

INTRODUCTION

1. I, the Chairman of the Public Accounts Committee as authorised by the Committee, do present on their behalf this Forty-First Report of the Public Accounts Committee (Fifth Lok Sabha) on Appropriation Accounts (Civil) 1969-70 and paragraphs relating to the Ministry of Works and Housing included in the Report of the Comptroller and Auditor General of India for the year 1969-70, Central Government (Civil).

2. The Report of the Comptroller and Auditor General of India for the year 1969-70, Central Government (Civil) and Appropriation Accounts (Civil) 1969-70 were laid on the Table of the House on the 22nd June, 1971. The Committee examined paragraphs relating to the Ministry of Works and Housing at their sitting held on the 27th August, 1971 (F.N.). The Committee considered and finalised this Report at their sitting held on the 19th April, 1972. Minutes of these sittings form Part II* of the Report.

3. A statement showing the summary of the main conclusions/recommendations of the Committee is appended to the Report (Appendix). For facility of reference these have been printed in thick type in the body of the Report.

4. The Committee place on record their appreciation of the assistance rendered to them in the examination of these paragraphs by the Comptroller and Auditor General of India.

5. The Committee would also like to express their thanks to the officers of the Ministry of Works & Housing for the cooperation extended by them in giving information to the Committee.

NEW DELHI :
April 20, 1972.
Chaitra 31, 1894(S).

ERA SEZHIYAN,
Chairman.
Public Accounts Committee.

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MINISTRY OF WORKS AND HOUSING

GOVERNMENT OF INDIA PRESSES

Audit Paragraph

1.1. The working of the Government of India Presses was last reviewed in Section XXV of Audit Report (Commercial), 1966. The succeeding paragraphs deal with activities of the Presses up to the period ending 31st March, 1970.

The printing jobs of all the Departments of the Government of India, including Defence, Railways and Posts and Telegraphs are executed primarily through 14 Government Presses under the administrative control of the Chief Controller of Printing and Stationery.

The 4th Five Year Plan envisages the setting up of new presses and expansion of the existing presses as follows :—

- (a) Setting up of 3 Text Book Presses at Mysore, Chandigarh and Bhubaneswar (The Press at Chandigarh is likely to go into production by the middle of 1971. Presses in Mysore and Bhubaneswar are likely to be commissioned early in 1972).
- (b) Expansion of the printing capacity of a few Presses.

[Sub-paragraph 1 of paragraph 74, Report of the Comptroller & Auditor General of India (Civil) for the year 1969-70.]

1.2. The Committee desired to know the details regarding the provisions made in the Fourth Five Year Plan for augmenting printing capacity, the allocation thereof and the expenditure incurred so far. The information furnished by the Ministry in this regard is reproduced below :

“This Department submitted an ambitious scheme amounting to Rs. 3326.61 lacs for the Fourth Five Year Plan; against which the Planning Commission allocated Rs. 800 lacs. The following items included in the original Fourth Five Year Plan proposals could only be taken for execution during the plan period due to the above cut :

A. *Continuing Schemes*

1. Govt. of India Press, Koratty	96.75 lacs
2. Govt. of India Press, Ring Road, New Delhi	168.00
3. Resiting of Govt. of India Press, Hastings Street	52.64
4. (a) Expansion of Govt. of India Press, Nilokheri	106.85
(b) Strengthening of capacity of Govt. of India Presses, Faridabad, Santragachi, Nasik and Aligarh	3.61
(c) Strengthening of capacity of Govt. of India Presses, Nasik, and Minto Road, New Delhi	51.00

B. *New Schemes*

5. Specialised machines	58.86
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*6. Augmenting the capacity of Presses for printing Army books and forms	25.00	} 187.29
*7. Setting up of New Presses	162.29	
8. Housing facilities (Coimbatore included)	50.00	
9. Additional accommodation for Regional Stationery Depot, New Delhi	25.00	
		800.00 lacs

The original proposal contained schemes for setting up (1) Book Press for Army Headquarters; (2) Forms Press for Army Headquarters; (3) Press for Hindi Printing; (4) Science Press and (5) Six additional Forms Presses and (6) resiting of Minto Road Press. After providing the requirements of the other schemes, only Rs. 187.29 lacs was available for these schemes. Priority considerations were given for setting up Presses for Hindi Printing and Science Press. Simultaneously along with the consideration of setting up a Hindi Press the question of expanding the Hindi Printing capacity of the existing Presses was also taken up. Accordingly, the existing Government of India Presses were asked to procure additional Hindi equipments. The question of setting up a Science Press was gone into again and again and ultimately it was decided in a meeting held under the Chairmanship of Secretary, Ministry of Works and Housing that the Cabinet be approached to reconsider their earlier decision with regard to the setting up of a Science Press—whether under the administrative control of Chief Controller of Printing and Stationery or the C.S.I.R., who is the major indenter, an autonomous body. However, as in the case of Hindi printing, existing Presses have been asked to procure the special type characters so that almost all the Book Presses could by and large undertake the printing of scientific and technical publications.

“Out of the total of Rs. 8 crores, a sum of Rs. 175.74 lacs was earmarked for that Department for augmenting our Forms printing capacity to meet their increasing demands. With the combined availability of Rs. 200 lacs plus the balance of Rs. 187.29 lacs from out of our allocation, this Department is contemplating to introduce the following new schemes as part of the Fourth Five Year Plan :

- (i) Expansion of Forms Wing at the Government of India Press at Nasik and setting up a Forms Wing to the Coimbatore Press.
- (ii) Setting up Forms Press in Assam Region.
- (iii) Setting up a Book-cum-Forms Press near Delhi complex.
- (iv) Adding an Offset Wing to Faridabad Press.

“Out of the total of Rs. 8 crores, a sum of Rs. 175.74 lacs was earmarked for building purposes, Rs. 153.97 lacs for Plant and Machinery and Rs. 283 lacs towards other charges on schemes already approved. The balance amount of Rs. 187.29 lakhs earmarked for setting up new presses as detailed above is to be allocated to various Schemes under consideration.

“Other charges are mainly establishment charges, depreciation, stores etc. required for the day to day running of the Presses.

“The expenditure on the building part was borne out of the budget allocation of Central P.W.D. Procurement of Plant and Machinery and the payment thereof are handled by different organisations; and at times book adjustments are made very late by the Accounting Offices, such as India Supply Mission etc.

"Yearly outlay, Planning Commission allocation and Expenditure adjusted are given below :

Years	Outlay	Allocated by Planning Commission	Expenditure
1967-68	—	—	96.38*
1968-69	198.54	113.48	46.80
1969-70	126.54	122.31	55.38
1970-71	125.13	99.56	95.42
1971-72	171.05	150.00	4.98
			(in three months)
			298.96
		Lakhs	
*G. I. P., Ring Road]		38.75	
Re-siting		52.76	
Mulshri		3.00	
Koratty		1.62	
Coimbatore		0.25	
		96.38	

"This Department has, however, requested the Central PWD and also the Managers of the Government of India Presses to collect and communicate the expenditure on all the above three main heads year-wise."

1.3. The proposed expansion of the existing Presses is stated to be based on the necessity of bridging the gap between the anticipated demand and the existing capacity as assessed in 1968 in respect of :

- (1) General Printing;
- (2) Increased requirements of publications, training pamphlets and forms required by the Army Headquarters;
- (3) Hindi Printing resulting out of enactment of the Official Languages Act;
- (4) Printing of Scientific journals;
- (5) Increasing demand for forms required by the P&T Department; and
- (6) Manufactured stationery such as Envelopes, Registers etc.

*According to the records produced to the Chief Auditor, the figures of Outlay and Planning Commission allocation were as follows :—

	Outlay	Allocation by Planning Commission
	(Rs. in lakhs)	
1967-68	298.00	298.00
1968-69	198.54	163.54
1969-70	236.00	136.72
1970-71	124.30	99.56

1.4. The need for having new presses was based *inter-alia* on :

- (1) the switch over to Hindi and the gradual increase in Hindi work;
- (2) the contemplated policy of Government to make English also as an associated official language beyond 1965 which meant that for some years to come everything that is printed in English may have to be printed both in English and Hindi;
- (3) the likely increase in printing demands as a result of the all round development activities of the country.

1.5. As regards the three new Text Book Presses proposed to be set up during the Fourth Five Year Plan, the Chief Controller of Printing and Stationery informed the Committee that "the Chandigarh Press, Mysore Press and Bhubaneswar Press are the three presses gifted by West German Government to the Government of India through the Ministry of Education. We are only asked to handle these presses. These presses will print only text books for adjoining States of these three places. Actually, it is not our project. We are contributing only buildings and their day to day running." In a note submitted to the Committee, the Ministry had further stated as follows :

"The West German Government offered to set up three printing presses in India for producing school text books. The final agreement was signed between the Federal Republic of Germany and the Government of India in 1967. The three sites eventually selected for locating these Presses are Chandigarh, Bhubaneswar and Mysore.

"Amongst the three projects, the Chandigarh Project is now almost ready as the building for the Press was available from the Chandigarh Administration and could be commissioned quickly after some additions and alterations.

"According to arrangements arrived at with the West German authorities, printing machinery and equipment supplied for the Text Book Presses is to be erected by the West German engineers to be sent to India. One of these engineers arrived at Chandigarh on 30th July, 1971. Another engineer for the Process equipment is expected to arrive shortly. It will take nearly 8-10 weeks to complete erection of both printing and process machinery. Due to late arrival of West German erectors, rescheduling of the commissioning of the Press from middle of this year to October/November 1971 has become inevitable. The erection work is continuing.

"The Text Book Presses will print text books on behalf of the States in which they are located as well as neighbouring States. The administration of these Presses will be with the C.C.P. & S. although the budget allocation etc. will be done by the Ministry of Education."

1.6. The Committee wanted to know whether, with the setting up of new presses and expansion of the existing presses during the Fourth Five Year Plan as envisaged, the Government presses would be in a position to cope with the entire printing work of the Government Departments. The Ministry replied in the negative.

1.7. The Committee were informed during evidence that Hindi Printing jobs were being done in the Faridabad and Ring Road (New Delhi)

Presses and that the available capacity was not enough to meet the requirements.

1.8. Asked as to whether the need for printing work in Hindi had been assessed and what steps were being taken to augment the Hindi printing capacity, the Ministry stated in a note subsequently furnished that it had not been possible to assess the quantum of work in Hindi printing as the indentors were not in a position to furnish the same and that steps had been taken to augment the capacity of Hindi printing in the Government of India Presses on the basis of approximate assessment as under :

Name of the Press	Hindi Printing capacity in pages per day		Total
	Existing	Additional Required	
Govt. of India Press, Minto Road, New Delhi	120	100	220
Govt. of India Press, Faridabad	80	50	130
Govt. of India Press, Ring Road, New Delhi	75	125	200
Offset Wing at Govt. of India Press, Faridabad	nil	100	100
			650 pages

1.9. It was stated that the above capacity was being attained by (i) adding Hindi composing equipments to the existing presses and (ii) by adding additional composing machines to the Ring Road Press, New Delhi.

1.10. The Committee observed that sometimes difficulties were experienced in getting parliamentary printing jobs done in time. In this connection the Committee drew attention to the recommendations of the Estimates Committee contained in their 83rd Report (Fourth Lok Sabha) and wanted to know the present arrangements for printing parliamentary papers etc., the inadequacy thereof and the steps taken to augment the capacity to ensure timely completion of parliamentary jobs. In a written reply, the Ministry explained the position thus :

“At present the parliament work consists of the following :—

1. Sessional Papers.
2. Debates of both the Houses—Original Version and Summarised Translated Versions/Hindi Versions.
3. Bills.
4. Reports of various Committees.
5. Miscellaneous jobs emanating from the Parliament Secretariats.

“The approximate total volume of work of all these items comes to 81,000 pages in English and 77,000 pages in Hindi. At present the Government of India Press, Minto Road, is printing in addition to the Sessional Papers and some of the Parliament jobs, regular jobs of other departments such as Gazette of India Part II and its Sections, Gazette Extraordinary, Budget Documents, Services Instructions, Air Force and

Navy Orders, Delhi Gazette, Supreme Court Judgments, *ad hoc* publications of various Ministries required to be produced on tight time schedules etc. As decided by Government on the basis of the recommendation of the Estimates Committee, steps have already been taken to off-load regular jobs and other non-parliamentary items from the Minto Road Press in a phased programme. The Army Instructions, Air Force and Navy Orders, Delhi Gazette, sensitive portions of the budget documents, Supreme Court Judgments, etc., are being withdrawn from that Press in order to enable the Minto Road Press to tackle the parliamentary jobs more effectively. The question of off-loading further items is also under active consideration. In this connection, it is also pointed out that at the moment due to lack of capacity in the Minto Road Press and to avoid undue delay in the supply of printed copies, debates of the two houses in both the versions and the Hindi Synopsis Supplementary Synopsis of both the Houses are being got printed through private printers. In addition to this, some of the Reports of the financial Committees, Indices of Lok Sabha, Hindi Bills, Journal of Parliamentary Information etc. are being got printed through other Government of India Presses.

"2. The actual output of the Minto Road Press as taken from the previous year's performance is 1,20,000 pages in English and 31,000 pages in Hindi. Recently, a Reprographic Unit consisting of 6 I.B.M. Hindi typewriters has been added to the Press. On the basis of its assessed capacity of 100 pages per day, this will add to the existing capacity of the Minto Road Press about 26,900 pages in Hindi per annum. Taking this also into consideration, the total capacity works out to 1,20,000 pages in English and 57,900 pages in Hindi in the size Royal Octavo.

"3. Thus, even with the addition of the Reprographic Unit, while the English setting capacity will cover the requirement of the workload emanating from Parliament, the Hindi capacity falls short by about 20,000 pages in royal octavo. The total workload in respect of the Gazette of India, Gazette Extraordinary printed in this Press is estimated at 14,000 pages in English and 10,000 pages in Hindi. The non-classified portion of the Budget documents will be roughly 4500 pages in English and 1500 pages in Hindi. Since these items will have to be continued in the Minto Road Press partly due to non-availability of capacity in any other Press and partly to utilise the available English capacity, the entire Hindi work of Parliament cannot be undertaken in the Minto Road Press. The total workload of Parliament jobs, Gazettes, Gazette Extraordinary and Budget works out to 99,500 pages in English and 88,500 pages in Hindi. The net shortfall in terms of Hindi capacity, therefore, comes to roughly 30,000 pages in royal octavo. The Minto Road Press should be able to tackle the remaining items of the Parliamentary jobs provided the flow is uniform throughout the year and reasonable time is given for executing the jobs.

"4. In this connection, it may be mentioned that the flow of work from both the Houses of the Parliament is not even throughout the year. The rush of work is more during sessional periods, especially during the Budget Session. The workload of the Parliamentary Committee Reports, Budget Documents, etc. are more especially during the Budget Session. In view of this, excepting in the case of Sessional Papers, there is bound to be some delay in the case of some of the Committee Reports. But if capacity is planned for a peak load, there would be idling of capacity during lean periods and also the size of the Press will become more unwieldy."

1.11. The Committee find that as against the Fourth Plan allocation of Rs. 800 lakhs the expenditure incurred during the first two years of the Plan periods was only Rs. 150.80 lakhs representing 18.85%. Further there has been heavy shortfall in expenditure against the Planning Commission's allocation during the year 1969-70, expenditure being Rs. 55.38 lakhs against the allocation of Rs. 122.31 lakhs (Rs. 136.72 lakhs according to Audit). The Committee would, therefore, like to know the reasons for the slow progress in implementation of Plan schemes. They, however, hope that the departmental machinery would be geared up to reach the Plan targets by having a schemewise control in the remaining years so that the printing capacity may be augmented by the end of the Plan as expected.

1.12. The Committee were informed that even with the setting up of new presses and expansion of the existing ones during the Fourth Plan period the Government of India Presses would not be in a position to meet the printing requirements fully. The Committee have dealt with the question of improving the performance of the Presses in the following section of this Report. In order to have an optimum utilisation of the existing capacity, the Committee would also like to urge Government to consider the possibility of introducing additional shift in all the Presses ensuring availability of sufficient trained operators.

1.13. The existing Hindi printing capacity is only 275 pages per day which appears to be far too inadequate. It is surprising that Government are unable to assess the quantum of work of Hindi printing as the indentors are stated to be not in a position to furnish the relevant statistics. In the absence of such an assessment the contemplated additional capacity of 375 pages per day was being done on an ad-hoc basis. The Committee desire that the difficulties explained in this regard should be looked into and a realistic assessment made of the requirements for printing in Hindi so that printing facilities can be augmented accordingly and in time.

1.14. The Committee note that following the recommendations of the Estimates Committee, steps are being taken to off-load non-Parliamentary items of work from the Minto Road Press to enable it to tackle the Parliamentary jobs more effectively. However, the Committee would like to be informed of the target date fixed to achieve this objective. The Committee desire that dependence on outside Government Presses and private presses to get Parliamentary jobs (including Parliamentary debates) printed should be eliminated as early as possible. They are, however, concerned to learn that even with the addition of the Reprographic Unit at the Minto Road Press the Hindi capacity falls short of requirement by 20,000 pages in royal octavo. The Committee hope that the Hindi capacity of the three Government of India Presses in the Delhi complex would be suitably augmented before long.

1.15. At present serious delays do occur in printing of Parliamentary Committee Reports and it is not uncommon that they are presented in cyclo-styled form. It is disturbing to the Committee that Government have not ruled out "some delay" in future also. The Committee need hardly stress that all Parliamentary work should be undertaken on a priority basis by making provision for the optimum demand. Any surplus capacity in the Press during lean periods may be made available for Government work.

1.16. The Committee find that the debates in Lok Sabha and Rajya Sabha (Original and Translated version) are being got printed from outside presses.

The printing of original version and translated version of debates takes one and a half months on an average. The Committee understand that some years ago when the Parliamentary Debates were being printed in Government of India Press, Minto Road, New Delhi, the Debates used to be printed within ten days. The Committee are confident that if the capacity in Minto Road Press is used exclusively for parliamentary work, as it is meant to, it should be possible to print debates within ten days and with experience and effort bring them out within a week or less in the interest of giving wider publicity to authentic version of debates.

1.17. The Committee attach importance to the above recommendations and would like to know within three months from Government concrete measures taken in implementation and realisation of these objectives.

Production performance

Capacity and out-turn

Audit Paragraph

1.18. The annual printing capacity of the Presses as estimated by the Technical Officers of the Department in March, 1968 on the basis of 1.8 shifts per day and the actual out-turn during the last 5 years is compared below :—

S. No.	Name of the G. I. Press	Annual printing capacity	Actual output					Remarks
			1965-66	1966-67	1967-68	1968-69	1969-70	
(No. of Impressions in Crores)								
1.	K. S. Roy Road, Calcutta	6.85	5.06	4.52	4.59	5.02	5.27	
2.	Simla	3.64	2.99	3.07	3.22	3.17	2.70	
3.	Rashtrapati Bhavan New Delhi	0.57	0.57	0.51	0.34	0.26	0.26	Capacity on single shift basis
4.	Aligarh	19.65	14.42	12.47	15.54	14.42	11.39	
5.	Minto Road, New Delhi	15.35	5.23	4.64	4.51	3.68	3.60	Capacity on 1.8 shift basis, but the Press operates over 2 shifts
6.	Temple Street, Calcutta	12.43	10.73	10.15	9.00	9.20	8.62	
7.	Nilokheri	4.00	3.83	3.92	3.53	3.63	3.81	
8.	Nasik Road	20.60	12.16	12.71	13.71	11.90	11.61	
9.	Faridabad	6.34	5.30	5.55	4.67	4.64	4.69	
10.	Santragachi	25.07	11.65	10.64	12.66	13.93	11.05	
11.	Gangtok	1.15	1.15	1.24	1.19	0.96	1.12	

1	2	3	4	5	6	7	8	9
12. Coimbatore	..	8.14	3.94	4.29	3.33	2.87	2.99	Capacity on single shift basis
13. Koratty	4.02		0.65	2.45	2.67	2.08	Capacity on single shift basis. Production started from Oct 1966.
14. Ring Road, New Delhi	Not available		1.04	Nucleus production commenced on 15th April, 1969.

It will be seen from above that the actual output in respect of the New Delhi (Minto Road), Nasik Road, Santragachi and Coimbatore Presses was far below the annual printing capacity assessed by the Technical Officers. It was also noticed in Audit that at Simla, Aligarh, Nilokheri and Faridabad Presses, various machines remained idle for considerable periods because of mechanical defects, want of paper and spares and absence of operators, thereby causing heavy shortfall in production.

The Ministry have stated (December, 1970) as follows :—

“.....The capacity as worked out in 1968 could at best be regarded as approximation against which the actual output should be measured. The determination of capacity of a Press is an intricate process, involving several variable factors. The exercise done in 1968 should be viewed as the first serious attempt to assess the capacity of the Presses which would be subject to revision on the basis of data generated in the Presses, rather than as a rigid yardstick merely to measure their performance.”

In para 2.33 of their Sixty-Third Report (Third Lok Sabha—November, 1966), the Public Accounts Committee had stressed the need for serious attention being given to the task of laying down a uniform and scientific method of working out the installed capacity and its actual utilisation in the various Government Presses with a view to having an effective control over their working and utilisation of the capacity.

The action taken by the Government in this direction which was intimated to the Committee in November, 1967, and the progress made so far, is indicated below :—

Action taken	Present position
(a) A tentative formula was being tested against the mechanical efficiency of the various machines installed.	On the basis of the tentative formula necessary data was collected and the rated capacity of the various Presses as given in the table of sub-para (i) above was worked out by the Technical Officers (March, 1968)

Action taken	Present position
(b) Statistics about the actual output of various machines was being collected and the data would be analysed and correlated to arrive at the final formula on the basis of which installed capacity could be worked out. For the evaluation of data a Productivity Statistical Cell in the Office of Chief Controller, Printing and Stationery was proposed to be set up.	A Productivity Cell has been set up in September, 1970 to take up the evaluation of the performance level and determination of capacity of the Presses.
(c) A detailed survey of Government of India Press, Faridabad was proposed to be conducted through National Productivity Council. A team of Officers was to be deputed to the specialists of the National Productivity Council as under study. These officers would thereafter conduct a work study of other Government of India Presses.	Government have accepted the recommendations of the National Productivity Council contained in their report of May, 1969. According to Productivity Council, implementation of the various recommendations will reduce cost of production by 45.5% resulting in an annual saving of Rs. 42 lakhs. Detailed studies in respect of Photo Litho Press, Delhi and the Ferns Press, Aligarh are proposed to be taken up in January, 1971.

[Subparagraph 2(A) of paragraph 74, Report of the Comptroller and Auditor General (Civil) for the year 1969-70]

1.19. The details of actual outturn of the Presses during the year 1970-71 as furnished by the Ministry are given below :

Name of the Press	Actual output (No. of impressions in crores)
1. K. S. Roy Road, Calcutta	5.39
2. Simla	2.68
3. Rashtrapati Bhavan, New Delhi	0.27
4. Aligarh	14.48
5. Minto Road, New Delhi	3.10
6. Temple Street, Calcutta	7.38
7. Nilokheri	3.55
8. Nasik Road	13.78
9. Faridabad	4.49
10. Santragachi	8.10
11. Gangtok	1.04
12. Coimbatore	3.69
13. Koratty	2.04
14. Ring Road, New Delhi	1.77

1.20. According to the verification done by the Chief Auditor, New Delhi, the actual figures of output in the Aligarh and Temple Street, Calcutta Presses were 14.38 crore impressions and 7.42 crore impressions respectively.

1.21. The Committee desired to know why the actual output in the Minto Road (New Delhi), Nasik Road, Santragachi and Coimbatore Presses during the past six years upto the end of 1970-71 was persistently far below their capacity as assessed in 1968 and what steps were being taken to improve the situation. In reply, the Ministry intimated the following in a note submitted to the Committee :—

“The annual printing capacity of Presses as assessed in 1968 was based *inter-alia* on certain assumptions regarding machine hours available for production, make-ready time, etc. as shown below :—

G. I. P.	Make-ready time	Machine hours available for production
Minto Road, New Delhi	30%	1700 hours for day shift and 1500 hours for night shift after allowing for daily and weekly machine cleaning time, absenteeism and mechanical/electrical stoppages
Nasik	25%	
Santragachi	15%	
Coimbatore	25%	

“An analysis of the production data of the Presses for 1970-71 has revealed the position as under :

Minto Road, New Delhi : The proportion of make-ready time was as high as 59%. The total machine hours available for production were 1481 for the day shift and 1204 for the night shift. A peculiar feature of this Press is that it has to handle mostly short-run jobs as will be seen from the break-up given below :

(1970-71)	
Jobs upto 500 copies	44.5%
Jobs upto 501-1000 copies	21.7%
Jobs upto 1001-2000 copies	13.3%
Jobs above 2000 copies	20.5%

“The percentage of make-ready time is bound to be high, resulting in reduced machine running time, and lower output. Further, the machines cannot run at high speed in such short runs, which again affects output.

Government of India Press, Nasik

The proportion of make-ready time was as high as 38.6%. The total machine hours available for production were 1326 for the day shift and 1214 for the night shift (1563 and 1326 respectively according to verification done by the Chief Auditor, New Delhi). For book work, the break-up of jobs was as under :

Jobs up to 500 copies	28.3%	(30.3%)*
Jobs upto 501-1000 copies	38.8%	(37.9%)*
Jobs upto 1001-2000 copies	17.1%	(19.6%)*
Jobs above 2000 copies	20.8%	(22.2%)*

*According to verification done by the Chief Auditor, New Delhi.

The proportion of short-run jobs was high.

Government of India Press, Santragachi

The proportion of jobs upto 500 copies was 41.3% in case of Registers and 38.8% in case of forms. The make-ready time was higher 17.5% (15.7% according to verification done by the Chief Auditor, New Delhi)—and machine running time lower. The total machine hours available for production were 1060 (1016 according to the verification done by the Chief Auditor, New Delhi) for the day shift and 946 for the night shift.

Government of India Press Coimbatore

The outturn in this Press rose during 1970-71 to 3.69 crore impressions. The number of forms and the make-ready time were lower and the running time higher. The total machine hours available for production were 1431.

“A regular analysis of the production data generated in the Presses is being made and the Managers of the Presses have been asked to take steps to reduce stoppages and to raise productivity.”

1.22. Asked to indicate the specific reasons for the deterioration in the performance of the Temple Street, Calcutta Press during 1970-71 when compared to that of 1969-70, the Ministry stated that “there appears to be some discrepancy and a reference has been made to the Press for elucidation.”

1.23. According to the Audit para the annual printing capacity of the Ring Road, New Delhi Press was not available. The Committee, therefore, enquired whether the capacity of the Press had been assessed. The Ministry submitted: “The question of formulation of a uniform and more scientific basis for the assessment of capacity of the presses is already under consideration. Pending finalisation of the matter, the capacity of the Government of India Press, Ring Road, New Delhi has not been assessed. A more reliable assessment can be made after the introduction of the second shift for which recruitment has been undertaken.”

1.24. Elaborating on the lines on which the capacity of the Presses could be fixed realistically and the performance assessed, the Secretary deposed: “The capacity has to be assessed in terms of different processes. First, there is the setting of the types, then there is the production of proof, then proof correction and then there is the running off of the copies. Now when you say printing capacity, the two main items would be setting the types and running the copies. If you want two jobs, each of 500 copies, the work involved would be very much more than having one document with a thousand copies. The capacity or the printing machines taken by itself is not a correct complete criterion for executing jobs as it will also depend upon the extent of load, cost on the setting up of the types and other processes. . . . Briefly, I would like to submit that we are having the matter under examination as to what would be a practical and helpful way of setting the norms as a basis against which we can compare the performance. One way is to have a time series *i.e.*, whether we are doing this year better than we did last year, but if you compare it against a fixed figure, which does not take into account the change in the character of the

jobs, that would not be adequate. We feel that another way of comparing the performance would be by way of costing, that is to say you measure in terms of money, the value of the work done in all the departments, because money is a common denominator and you can apply it to every job. One requirement for that is to convert all the customer relations into commercial relations so that we prepare bills, we prepare costing jobs and so on for every customer and that is in the process of being done."

1.25. The Committee desired to have details of jobs which remained in arrears over a period of one year and above. The presswise details as on 30 July, 1971, furnished by the Ministry are reproduced below :—

1. GIP., Coimbatore	162
2. GIP., Minto Road, New Delhi	36
3. GIP., Ring Road, New Delhi	Nil
4. GIP., Gangtok	6
5. GIP., Temple Street, Calcutta	168
6. GIP., Aligarh	1177
7. GIP., Nilokheri	60
8. GIP., Faridabad	182
9. GIP., Koratty	21
10. GIP., Santragachi	248
11. GIP., Simla	73
12. GIP., Rashtrapati Bhawan, New Delhi	1
13. GIP., K. S. Roy Road, Calcutta	249
14. GIP., Nasik	436*
Total	2819

1.26. The Ministry attributed the delay in execution of printing jobs by the Presses to the following reasons :—

- (i) Non-return of proof by the indentors in time and asking for more than one proof;
- (ii) Unrealistic time schedule indicated for proof and printed copies in the case of voluminous jobs;
- (iii) Over-riding priority given to urgent and important jobs;
- (iv) Timed publications and periodicals at particular point of time intervene and acquire over-riding priority; further the volume varies from issue to issue;
- (v) Certain jobs contain very heavy composing and marginal printing and binding thus causing imbalance;
- (vi) Non-availability of special characters and type;
- (vii) Non-availability of paper and binding materials. The P&S Department has been affected due to acute shortage of paper for the past nearly 2 years which has resulted in a large number of jobs being delayed with chain reaction.

*According to the observations issued by the Chief Auditor, New Delhi, to the Chief Controller of Printing & Stationery, the jobs pending for more than one year as on 30-6-71 in GIP., Nasik were as follows :—

Forms Wing	520
Main & P. L. Wing	221
	741

1.27. During evidence the Committee enquired whether there was not any imbalance between the composing and printing which kept the presses idle resulting in lesser outturn. In reply, it was stated: "By and large, the capacity of a printing press will depend mostly on the composing capacity. As soon as the matter is composed, it would be printed. We only print jobs entrusted to us. We do not have any standing matter as such in most of the presses. So unless the composition is complete, printing machines will have to remain idle. . . . There is reason for keeping the machine idle for one hour or half an hour. Suppose we have to print a book containing 100 pages, 40 pages of that book are ready as corrections have been carried out. These have been put on the machine. We expect another 20 pages or 30 pages which may be ready within half an hour or 40 minutes. During that period we cannot put another work on that machine since formes will have to be lifted. This has been happening in Delhi, Faridabad and now would happen in the Ring Road Press." Further, whenever a priority job came, the matter already composed have to be dismantled for it was difficult to take out the composed matter in book printing. It was further stated that some of the presses, especially in Delhi, Faridabad and Ring Road were having most of the work of priority nature.

1.28. On being asked whether it was not possible to avoid the press being kept idle because of the delay in the return of the proof of a matter already composed, by feeding the machine in the meanwhile by some stereotype jobs such as forms etc. the Secretary stated that "this is certainly something to be examined. But the difficulty is that it is only certain presses which are specialising in printing forms. Actually, forms are mostly done in four presses, this work is not normally available in other presses. But we certainly can consider whether we could not reserve this as something which can be fed on at idle time."

1.29. According to Audit, the shortfall in production in the Simla, Aligarh, Nilokheri and Faridabad Presses was due to various machines remaining idle for considerable periods. The statement below shows the periods and reasons for which the machines in these Presses remained idle :

S. No.	Name of Press	No. of machines	Period for which remained idle	Remarks
1	2	3	4	5
1.	Aligarh	1	About 6 years 2 months (upto 31.3-1970)	Air compressor which stopped working on 30-1-1964, was sent for repairs on 1-11-1968. This was received back in April, 1970, but did not work even after repairs.
2.	Do.	2	About 8 months	The machines went out of order in July, August, 1969. Order for replacing damaged parts was placed on 1-5-1970. These were not received till 28-5-1970.

1	2	3	4	5
3.	Aligarh	10	1,890 hours	For want of paper.
4.	Simla	12	4,064 hours	For want of operatives.
5.	Simla	6	967 hours	For want of paper.
6.	Faridabad	40	36.183 hours	For want of operatives.
7.	Do.	1	11 months	Accident.
8.	Do.	1	10 months	Accident.
9.	Do.	1	2 months	Accident.
10.	Nilokheri	1	8 months	Mechanical defect.
11.	Do.	12	5,964 hours	For want of operatives.
12.	Do.	1	1st spell-4 months 2nd spell-3months	Mechanical defect.

1.30. According to the information furnished by the Ministry, there were instances of machines remaining idle in other presses as well. The following table brings out the position :

S. No.	Name of Press	Name and number of machines	Date from which idling	Reasons for idling
1.	Minto Road, New Delhi	Printing Machine No. 8 Falcon	1-9-1966	Mechanical defect.
2.	Gangtok	Original Heidelberg Cylinder Printing Machine No. 5889.	3-6-1967	Motor and starter out of order and is now reported to be beyond repairs. Action for procuring new motor and starter initiated.
3.	Rashtrapati Bhavan, New Delhi.	Chandler & Price platen Printing Machine	22-5-1968	Parts broken.
4.	Santragachi	Automatic Vorwarts Johannisberg Printing Machine No. 9	30-10-1968	Electrical defects.

According to the verification done by the Chief Auditor, the correct date from which machines remained idle in the Santragachi Press is 3-10-1968. Further, the instances given by the Ministry indicate those instances only where machines remained idle for about 3 years. Other cases have not been given.

1.31. In a note submitted to the Committee, the Ministry explained the efforts made to have the air compressor at the Aligarh Press repaired and the present arrangement for repairs of machines in various presses as follows :—

“Action for procurement of a new Air Compressor Pump was initiated by the Government of India Press, Aligarh in the year 1964, but it did not materialise due to acute shortage of foreign exchange and non-availability from stockists/suppliers within the country. Efforts were then made to have it repaired in the Mechanical Branch of the Press but to no avail. Side by side reference was made to all the sister Presses to find out if they could spare one Air Compressor Pump for the Press. The Presses were unable to spare any Air Compressor Pump. Thereafter a dummy call was issued on 24-4-68. No response was, however, received from indigenous suppliers. Subsequently, the original suppliers of the machines were contacted to give full details of the Air Compressor Pump to enable procurement from abroad. The firm, however, offered to repair the old pump and also offered a new pump at a cost of Rs. 5,750 plus incidental charges.”

“The existing compressor pump was sent on 1-11-68 to the suppliers for obtaining a repairs estimate. On receipt of firm estimate, necessary sanction to its repairs was issued on 18-3-69 and order for repairs placed on the firm on 20-3-69.”

“Administrative approval of Government to the purchase of a new pump was accorded on 27-5-69 which was received in the press on 7-6-69. Supply orders were placed on 18-6-69 but the firm informed that the pump available with them had been sold out.”

“The pump was returned by the firm on 11-5-70 after repairs but it did not work properly and again had to be sent to the firm on 25-11-70. It has not been received back so far.”

“Efforts to purchase a new pump from indigenous source are being made and as soon as the tenders are received the purchase will be finalised.”

“The maintenance of Printing Machines is being done by the Mechanical Branch of the Presses concerned. Repairs to Electrical equipments are, however, being looked after by the C.P.W.D. Since Air Compressor Pump is a special equipment with which neither the Presses nor the C.P.W.D. are fully conversant, its repairs have to be attended to by the suppliers of the machines.”

1.32. During evidence the Committee enquired whether the Department had adequate repairs facilities, the Secretary, Ministry of Works and Housing replied in the negative and continued: “This is one of the points which was referred to in a report by the expert team which went into the working of the presses. They said that there should be a certain amount of expertise attached to the Chief Controller who would help in this respect. Such an arrangement does not exist, but this is one of the points under consideration. It is certainly an important matter. We are yet to consider that.”

1.33. The Committee appointed by Government in October, 1959 to go into the question of Improvement in Quality and Economy in Production in the Government Presses made *inter alia* the following recommendations in their report submitted in April, 1960 :—

“To reduce stoppages of machines to an absolute minimum, the Committee would recommend the immediate augmentation of the existing Mechanical Branches in all the Government of India Presses and the reconstitution of them into self-contained electrical-cum-mechanical units where it

should be possible to carry out all repairs except those which require specialised engineering assistance."

1.34. Asked as to what action was taken on the above recommendation, the Ministry stated that "the Chief Controller has already agreed to the need for a cell of expertise in his office and necessary proposals are being submitted by him to Government."

1.35. Asked about the extent of loss of production suffered on account of the non-functioning of the machines, the Ministry stated that no evaluation of the loss of production due to idling of machines was done in the case of Minto Road (New Delhi), Gangtok, Rashtrapati Bhavan (New Delhi) and Santragachi Presses as the operatives working on those machines were invariably put to other productive work as long as the machines remained idle. As for the other presses the Ministry estimated the loss of production that would have been obtained but for the idling of the machines as below :

Simla

For want of operatives	2.9%
For want of paper6%

Aligarh

For mechanical defects	3.5%
For want of paper3%

Nilokheri

For mechanical defects	2.6%
For want of operatives	2.8%

Faridabad

For want of operatives	15.8%
On account of accidents	3.4%

1.36. Observing that want of paper also contributed to the machines remaining idle for long periods, the Committee enquired whether it was not possible to meet the shortage of paper and binding material experienced in some presses by diverting the surplus stocks available with the others. In this connection the Committee drew attention of the witness to sub-para 6(i)(b) of the Audit paragraph, that a small unit had been set up recently to review the working of the presses and added: "We have also recently instituted a monthly report from each press which shows the arrears of jobs, the stock of paper held and so on. We hope it will enable us to take action on these lines." He further stated: "We hope to have a monthly review of this which will also enable us to effect improvements and to effect, perhaps, transfer of staff from one press where it is in surplus to another press where it is in short supply."

1.37. In a note subsequently furnished, the Ministry stated that the following steps had been taken to ensure that output did not suffer for want of paper and operatives.

"The question of non-availability of paper has been taken up with the Ministry of Industrial Development and also with the DGS&D to ensure regular and prompt supply of paper from the mills."

"As regards operatives, it is expected that they will be available in time (1) after completion of training under the Apprentices Act or Recruitment through Employment Exchange, (2) by transfer of eligible operatives from sister presses and (3) by altering suitably the eligibility criteria for promotion where posts are filled by promotion."

1.38. On being pointed out that machines in the Faridabad Press had to remain idle for as long as 36,183 hours for want of operatives, the Chief Controller of Stationery and Printing explained that there was delay in getting financial sanction for the staff required for the second shift, with the result that commissioning of the second shift was delayed. There was also difficulty in getting Hindi operatives. The matter was further explained in a note subsequently furnished to the Committee as under:

"Consequent upon the decision of the Government to transfer printing of Gazette of India from the Government of India Press at New Delhi and Simla to the Government of India Press, Faridabad, it was decided at an inter-Ministerial meeting on 28-9-62 that the printing capacity of the Government of India Press, Faridabad, should be augmented to cope with the additional work involved by running more machines in the second shift of the Press. Accordingly a proposal for additional staff for running additional machines was mooted in November, 1962. Thereafter, the proposal was considered by the Ministry in consultation with the Ministry of Finance with reference to the Budget allocations and sanction for 339 additional posts was issued on 18-3-63. and 10-4-63. The press started making recruitment but in certain cases the posts remained unfilled for more than 6 months on account of non-availability of experienced hands within the Press/through Employment Exchanges. Thus 52 of these posts came within the purview of Ministry of Home Affairs, Standing Orders contained in their O.M. dated 10-2-64 under which the posts which had remained unfilled for more than 6 months were treated as lapsed. According to Audit however, the Chief Auditor, New Delhi has issued the following observation to the C.C.P.S. : "Efforts were made in respect of 7 posts only and for want of suitable candidates etc. the posts could not be filled in. The remaining 45 posts were not required to be filled in as necessity to fill them was not felt for want of work till June, 1964."

"The matter was again taken up for revival of the lapsed posts and Government sanction for the revival of 18 posts was issued in April, 1965. In November, 1965 a proposal was again mooted for creation of additional 177 posts including the lapsed posts in order to run the second shift to the extent of 80% of its capacity. Government sanction was received piecemeal and only in July, 1966 all the required posts were sanctioned. The Press thus started functioning in the second shift to the extent of 80% of its capacity which is normal in November, 1966."

1.39. Asked when the second shift in the Faridabad Press was scheduled to commence and when it actually commenced, the Ministry stated that there was no hard and fast date prescribed for running the press in the second shift, which could only commence after the additional staff has been sanctioned and the requisite personnel have been recruited and put in position. The decision taken in September, 1962 to run more machines in the second

shift did not relate to the full second shift which according to the normal practice in the Department was to the extent of 80% of the machines and full second shift to the extent of 80% capacity was started in November, 1966.

1.40. The Committee put it to the witness whether steps were not taken to ensure that the required staff was available simultaneously with the installation of machines. He replied that "in printing trade, this particular type of people are not available at short notice and particularly for Hindi we had to go right upto U.P. and Madhya Pradesh in order to get people."

1.41. When enquired whether there was any scheme for training operatives etc., the Secretary stated : "In fact, we have realised that it is necessary for us now to set up our own training arrangements and we are devoting our attention to that and to anticipate our requirements of trained personnel and set up training arrangements to train new workers and upgrade the existing ones."

1.42. In a note subsequently furnished to the Committee, the Ministry informed that "in addition to the facilities available in the Regional Schools of Printing, facilities are available at a few Industrial Training Institutes for training Printers and Compositors in English and Hindi."

1.43. Observing that a productivity cell was set up by Government in September, 1970, to take up the evaluation of the performance level and determination of capacity of the press, the Committee enquired about the progress made by the cell and when it was expected to determine the installed capacity of the presses on a uniform and scientific basis. In a written reply, the Ministry stated as below :

"A proposal for setting up a Cell in the Headquarters Office to evaluate and analyse the production data generated in the Presses was initially made in October, 1966. Another proposal for a work study of selected Presses by the National Productivity Council was already under consideration of the Government and after examination of the Council's report of Preliminary Survey it was decided that the proposed Cell at Headquarters be enlarged to associate officers with the detailed study to be undertaken by the Council, of the Government of India Press, Faridabad. However, due to lack of specific budget provision and after discussions with the Ministry of Finance, sanctioned for the posts could be issued only in February, 1968."

"The officers thus appointed, worked with the N.P.C. whose assignment at the G.I.P., Faridabad was completed and report submitted at the end of May, 1969. Further work on the implementation phase was then taken in hand, and additional staff for the Cell was sanctioned in January, 1970. The staff for the evaluation work was positioned in September, 1970 and the Productivity Cell came into being."

"The Productivity Cell is engaged in collecting and analysing the production returns received from the Presses, with a view to identifying areas which call for measures to raise productivity."

"The Headquarters Office instituted in August, 1967 monthly returns in respect of four key sections in a Press—Lino, Mono Keyboard, Mono Casting and Machine Room, to obtain reports from Presses, *inter alia* regarding attendance hours, absenteeism, machine stoppages, running hours and the

outturn. The returns were not systematically analysed in the Presses or in the Headquarters Office in the past and some Presses even did not compile or submit them regularly. Most of the Presses have now started sending them regularly and a few who are in arrears have taken steps to clear them."

"An analysis of these returns is being made to evaluate the following :

- (i) *Absenteeism* : Since absence of a worker disturbs the progress of jobs and utilisation of machines, it is necessary to regulate leave, pass out and reduce absenteeism to ensure minimum interruption in the execution of work.
- (ii) *Performance of workers* : The performance level is related to 'Working Time' which is the difference between attendance time and idle time. Idle time is the time when an Operator remains idle for reasons beyond his control, e.g., power failure, machine breakdown, etc.
- (iii) *Utilisation of the workers* : The ratio of the working time to the attendance time is the measure of utilisation of workers.
- (iv) *Idle time of men and machines* : The returns provide for particulars of idle time stoppages to be furnished under various heads—mechanical, electrical, no power, etc. A control on idle time is essential to secure higher output.
- (v) *Utilisation of machines* : This is the ratio of the running time of a machine to the total (machine) time in a shift.
- (vi) *Efficiency Level* : Whereas performance level is related to the Working Time, the efficiency level is in terms of total attendance time."

"The average hourly outturn may be taken as the measure for assessment of efficiency and performance of a Press. The average hourly outturn on the basis of Total Attendance hours would be an index of the efficiency of the Press and the average hourly outturn on the basis of working time would reflect the performance. Attendance time is the time when the worker is inside the Press for doing productive work. It excludes the time when the worker is on leave and on pass out. The working time denotes the period when the worker is at work; as stated above, it excludes idle time beyond workers' control."

"As for the Machine Room, the prescribed form of the return provided for details to be shown, of make-ready time, running hours, and indirect non-running hours representing absenteeism and stoppages. An analysis in respect of absenteeism and utilisation of workers and efficiency level, which are based on attendance time, thus cannot be made. The form has, however, now been suitably revised. An analysis has also been made in respect of make-ready time which is a substantial factor in the Machine Room."

"The analysis for 1969-70 and 1970-71 provides the base for assessment of the current performance and also for inter-press comparison (taking into account the nature of work dealt with by the Presses). On the basis of the reviews made, the Managers of the Presses have been asked to take suitable remedial steps where called for with a view to enhancing the production."

"A continuous systematic review by the Headquarters Office will no doubt foster productivity consciousness in the Presses and enable the Headquarters to watch the performance.

"The question regarding fixation of installed capacity is under consideration."

1.44. The National Productivity Council which conducted a detailed study of the Faridabad Press made the following principal recommendations in the Report of May, 1969 :

"(1) *Methods of work and Time Standards* essential for measurement of work and setting up production norms. This has been done for all the normal repetitive operations commonly encountered in the Press.

"(2) *System of Quality Control* under an independent division for exercising quality control checks. The three specific areas considered significant for maintaining quality of printing are—

- (a) making and correcting mistakes in the composed matter;
- (b) correct imposition and proofing before the forme is laid down on the printing machine; and
- (c) general watch over operations in the machine room and bindery.

"(3) *Production Planning and Control System*.

The system evolved is based on estimate of time required to carry out different operations connected with an order. The details involve the preparation of a check list, breaking down of the job into all its technical specifications involved preparation of time/material estimates and issue of work dockets detailing all instructions necessary for the production sections in terms of quantity, quality, methods and completion time. The system also calls for reservation of capacity of the press after classifying jobs into priority, regular and general; and certain changes in the organisational structure of the press.

"(4) *Inventory Policy and Variety Reduction* of certain sizes of paper to facilitate production planning.

"(5) *Incentive Scheme* designed to motivate the employees by the dual rewards of individual recognition and material gain in the form of additional remuneration. Since inherent in the scheme is the need for effective supervision, smooth flow of work on a continuous basis, removal of bottlenecks hampering production and equitable distribution of work, it covers not only direct workers, but also indirect workers engaged in servicing functions to direct workers, the first and middle line supervision upto the level of Foremen, clerical staff working in production sections and staff of indirect sections like Works Office and Production Planning and Control Office. The salient features of the Scheme are—

- (a) Irrespective of the performance level of the workers their basic wages including allowances stand guaranteed.
- (b) The payment of production bonus starts at 50% performance level. No bonus is payable for performance below 50% nor is there any monetary deduction on this account.
- (c) Bonus is to be paid for sustained average performance in a month and for acceptable standard of quality.

- (d) The rate of bonus payment is a single incentive rate (hourly rate) for every hour saved beyond 50% and upto 100% performance and double the hourly rate for every hour saved beyond the performance level of 100% and upto 150%. No extra bonus is to be paid for performance exceeding 150% because an employee may not be able to maintain that level as an average in a month and is apt to injure his physique if performance is sustained at such a high level for a long time.

“(6) *Job Costing System* from the information as part of the production planning and control system. It consists of finding out the direct labour cost, the direct material cost and the general overhead costs. The direct labour cost is to be arrived at by taking the common hourly rate of the operators and the time spent by them according to time standards in performing the different operations on a job. The direct material cost is to be worked out from the material estimates and the rate of charging cost of such material that has gone into the job. The general overhead cost will be covered by other expenses not covered by the above two elements. This rough and ready method of job costing offers the additional benefit of fixation of sale price of publications also in advance.”

1.45. Asked how far these recommendations have been implemented and how much reduction in the cost of production effected as a result thereof, the Ministry made the following reply :

“The implementation work split up in phases was started in Faridabad by the National Productivity Council towards the end of July, 1970 and this continued upto the end of November, 1970. The phase of the task regarding detailing the procedures and designing of forms to be used for trial working was completed during this period. An outline bringing out the salient features of the production norms, the incentive rate and the bonus scheme and its operation was spelled out in a pamphlet and circulated among the workers of the Faridabad Press through the recognised Union and the Labour Officer. When the stage for trial run of the recommendations and the systems on the shop floor came about, the Faridabad Press Workers' Union raised their opposition, without assigning any cogent reasons, due to which further work on implementation could not be proceeded with. The matter is now before the Departmental Council of the Joint Consultative Machinery in accordance with the demand of the Union.

“Since the actual implementation of the recommendations of the Council could not be carried out, the question of saving or reduction in cost cannot be determined now.”

1.46. As for the detailed studies by National Productivity Council in respect of the Photo Litho Press, Delhi and Forms Press, Aligarh, the Ministry informed on the following lines :

“The Photo Litho Press study has been taken up by the National Productivity Council from June, 1971. The progress made by the Council till the end of July, 1971, covers the preliminary survey of all sections of the wing and the work sampling and time studies in the different pre-process and process sections. The studies in the remaining production sections are continuing. The work is likely to be completed in September, 1971 or soon thereafter. The Aligarh Press study has not been taken up. The programme is to commence this after the Photo Litho Press study has been completed.”

147. According to the information furnished by the Ministry, the total expenditure incurred so far on availing of the services of the National Productivity Council (including the membership fees of the Faridabad Productivity Council for the years 1968-69 to 1970-71) amounted to Rs. 1,04,160/-. This figure, however, does not include an amount of Rs. 6,000 which the Department has agreed to pay to the Council against their demand of Rs. 10,000, according to the verification done by the Chief Auditor, New Delhi.

1.48. There has been a progressive decline in the actual outturn of the Calcutta (Temple Street) and the Santragachi Presses during the three years ended 31st March, 1971, the outturn in terms of impressions in crores being 9.20, 8.62 & 7.38 and 13.93, 11.05 & 8.10 respectively. Further as at the end of July, 1971, jobs numbering 168 and 248 respectively were in arrears over a period of one year and above in these Presses. The Committee would like to know the reasons for the deterioration in the performance of these Presses and the steps taken to improve the position.

1.49. Of the 13 Presses excluding New Delhi (Ring Road) Press, the actual output of New Delhi (Minto Road), Nasik Road, Santragachi and Coimbatore Presses was comparatively far below the annual printing capacity assessed by the Technical Officers of the Department in March, 1968. As against the tentative capacity in terms of impressions in crores of 15.35, 20.60, 25.07 and 8.14, the output during 1970-71 was 3.10, 13.78, 8.10 and 3.69 respectively. As many as 436 jobs (741 according to Audit) were in arrears over a period of one year and above as on 30th July, 1971 at the Nasik Press alone. The Committee further find that a printing machine remained idle at New Delhi (Minto Road) Press since September, 1966 due to mechanical defect and another machine remained idle at Santragachi since October, 1968 due to electrical defects. All these go to show that there has not been effective control over the working of these Presses with a view to ensuring optimum utilisation of the installed capacity. The Committee note that the Managers of these four Presses have been asked "to take steps to reduce stoppages and to raise productivity". The steps taken and the improvement effected thereby may be reported to the Committee. The Committee further suggest that Government should study the position in depth in respect of each of these Presses. They should bring out a white paper giving the factual position, the remedial measures taken and the watch that is being exercised at the headquarters to see that the targeted production is achieved in these Presses.

1.50. The Committee are in particular concerned about the poor performance of the Minto Road Press, the outturn of which was a mere 20% of the capacity as assessed by the Technical Officers of the Department. They see no reason why with concerted efforts it should not be possible to reach the capacity and would like to stress that the shortcomings of the Press should be attended to on top priority basis. Situated as it is in New Delhi at a short distance from the headquarters it would well act as a model for other Government of India Presses to emulate.

1.51. The Committee desire that pending formulation of a "uniform and more scientific basis" for the assessment of capacity of the Presses, the capacity of the New Delhi (Ring Road) Press should also be laid down tentatively to have some comparison with the actual output.

1.52. The Committee do not think that there exists an effective control over arrears of jobs. In all, jobs aggregating 2819 remained in arrears

over a period of one year and above as on 30th July, 1971. Although some reasons have been given in general, the Committee desire that the position should be examined in each Press and appropriate remedial measures taken to ensure that jobs are executed promptly.

1.53. It is regrettable that a number of machines in the various Presses [Aligarh, New Delhi (Minto Road), Gangtok, New Delhi (Rashtrapati Bhavan), Santragachhi] are remaining idle over a number of years due to some defect or other affecting the output. The Committee hope that these machines would be got repaired without further loss of time.

1.54. The Committee note that a committee appointed by Government in 1959 to go into the question of improvement in quality and economy in production in the Government Presses recommended immediate augmentation of mechanical branches in all the Presses and the reconstitution of them into self-contained electrical-cum-mechanical units where it should be possible to carry out all repairs except those which required specialised engineering assistance. This recommendation made in the context of the need "to reduce stoppage of machine to the absolute minimum" is stated to be still under consideration of Government. The Committee would urge Government to come to an early decision in this regard as admittedly there is a need to have sufficient expertise built up within the Department.

1.55. The Committee learn that shortage of paper has resulted in a large number of jobs being delayed and in lowering of outturn. The matter requires to be tackled at Government level. The Committee have dealt with this general question in their 38th Report.

1.56. Another factor which seriously affects the output of the Presses is want of operatives. The loss of production due to this was as high as 15.8% at Faridabad Press. Besides delay in getting the necessary sanction to the posts, there appeared to have been difficulty in getting trained men especially for Hindi jobs. The Committee hope that the Department would make adequate arrangements for training operatives well in time to meet anticipated requirements. Special attention should be given to training Hindi operatives in view of the considerable expansion of capacity of Hindi printing contemplated during the Fourth Plan and the difficulties being experienced in getting Hindi operatives for the existing requirements.

1.57. From the foregoing the Committee are convinced that there is need for a critical review of the working of the Presses periodically at Government level at meetings to be attended by Managers of all the Presses so that the factors that inhibit the production may come to light in time and appropriate remedial measures taken in a coordinated manner. The Committee feel that things would improve only if accountability for producing results and achieving targets is enforced at all levels and the organisation becomes responsive and result oriented. There should be a task force at headquarters to identify and attend to the shortcomings of each of the Presses.

1.58. It is a sad commentary on the working of the Department that the installed capacity of the Presses on a uniform and scientific basis has not as yet been assessed. A productivity cell for this purpose was set up only in September, 1970. The Committee expect that this task would be completed early. The Committee also desire that detailed studies of all the Presses undertaken through the National Productivity Council should be completed as per a time-bound programme and prompt follow-up action taken to enhance productivity. In the meanwhile the progress of implementation of the

recommendations of the Council in respect of Faridabad Press and the results thereof may be intimated to them.

Execution of order in excess of the indent

Audit Paragraph

1.59. An amendment issued by the Superintending Engineer, Central Gauging Circle, C.W. & P.C., Hyderabad to the Chief Controller of Printing and Stationery in June, 1964 for reduction in the number of registers to be printed initially, was not communicated to the Coimbatore Press, thereby resulting in excess supply as indicated below :

Form No.	Quantity originally indented	Revised requirement	Quantity actually supplied	Quantity excess supplied
	Registers	Registers	Registers	Registers
CGC-2	6000	150	6000	5850
3	6000	150	6200	6050
4	50000	500	9360	8860
5	6000	150	6000	5850

The excess supply was brought to the notice of the Press by the indenter in December, 1965 and is valued at Rs. 0.56 lakh (Approximately).

In addition to the above-mentioned excess supplies, 39,950 registers (from CGC-4) valued at Rs. 0.95 lakh (approximately) are still (September, 1970) with the Press. The Press has proposed (September, 1970) to treat these registers as surplus and dispose them as waste paper. In October, 1970, however, an indent for 500 registers has been received from Superintending Engineer, Chenab Investigation Circle, Jammu and is awaiting execution.

[Sub-paragraph 2(B) of paragraph 74, Report of the Controller & Auditor General of India (Civil) for the year 1969-70.]

1.60. The Committee wanted to know who was responsible for the non-communication to the Coimbatore Press of the amendment issued by the Superintending Engineer, Central Gauging Circle, C.W. & P.C., Hyderabad, reducing the number of registers to be printed for him. The Secretary, Work & Housing, told the Committee that "..... looking into the correspondence, it is by no means clear that the Chief Controller of Printing and Stationery is responsible for the excess printing, because though the customer claims that an amendment of the order was issued, there is no evidence of that communication having been received. So, at this stage, it has not so far been possible to fix the responsibility. As the records available would show, it would appear that the Department of Printing is not responsible."

1.61. Asked as to what was proposed to be done with the surplus registers and whether they could be utilised elsewhere, the witness stated : "..... it was first considered whether it might just be disposed of as waste paper. But we have had second thoughts about it, and we are addressing the Irrigation Departments of the State Governments as to whether these forms would be useful to those Departments. These forms relate to the assessment of the flow of water in canals and rivers and it is quite possible that the Irrigation Departments of the State Governments would find them useful—in which case we can issue them the forms rather than destroy

them or dispose of them as waste paper we have asked the Chief Controller to address the various Government Departments. This particular form of register will be meant to record measurements of flow in rivers, canals and so we have asked the Chief Controller to address the Irrigation Departments of all the State Governments with sample forms to see whether they could be used before destroying them."

1.62. In a note furnished to the Committee, the Ministry intimated that at present 26,870 registers (as detailed below) were lying with the Coimbatore Press :

Registers	2,450
Wire-Stitched	17,000
Loos forms (in terms of Registers)	7,420 (740 reams which will make 7420 registers)
Total No. lying in terms of registers of 100 pages each	<u>26,870</u>

1.63. The Ministry further stated that though the Manager had sought permission to dispose of these as waste paper, sanction has not yet been issued because these might be required by some other indentors. The Manager has supplied 50 registers to the Executive Engineer, Ladakh Division of Central Water and Power Commission on 13-7-70 and 500 registers to the Superintending Engineer, Canal Investigation Circle, Central Water and Power Commission, Jammu on 29-3-71.

1.64. The Committee regret to find that while the Presses are unable to meet the printing requirements of Government in full and in time, jobs are executed far in excess of requirements due to lack of coordination between the Indenting Departments and the Chief Controller of Printing and Stationery. Although the Ministry has explained that "at this stage it has not been possible to fix the responsibility" for the overprinting of registers by the Coimbatore Press, the Committee fail to understand how the matter was not gone into when the excess supply was brought to the notice of the Press by the indentor in December, 1965. The Committee would, therefore, like to have an explanation for the lapse.

1.65. The Committee are not aware of the circumstances under which excess supplies of 39,950 registers (form CGC-4) valued at Rs. 0.95 lakh accumulated in the Press and could not be disposed of till September, 1970. The Committee may also be apprised of the action taken in the matter and the disposal of these registers.

Delay in the commissioning of Ring Road, New Delhi Press

Audit Paragraph

1.66. (i) The Press at Ring Road, New Delhi was scheduled to be commissioned by September, 1967. Although nucleus production in the Secret Section started on 15th April, 1969, the Press could not be fully commissioned because of the following factors :—

- (a) Orders for certain spare parts, matrices, etc. required for the re-installation of lino machines transferred from Minto Road Press, though indented on D.G.S. & D. in November, 1967, were placed by the latter in March, 1970. The matrices have been received but the spare parts are still (December, 1970) awaited.

- (b) Delay in placing the order for mono machines. The order was placed by the D.G.S. & D. in April, 1969 against the indent issued by the Department in November, 1968. The machines were received in January, 1970 and inspected by June, 1970.

Meanwhile, the lino and mono metal valued at Rs. 7.13 lakhs which was received in full by 29th November, 1967 against the order placed in March, 1967 on priority basis, remained unused.

(ii) Because of delay in completion of the building, there was delay in installation of 24 printing machines valued at Rs. 25.31 lakhs which were received between February, 1968 and October, 1968. After installation, the machines were taken over by the Department between April and August, 1969

Similarly, 17 binding machines valued at Rs. 6.19 lakhs (representing 80% payment) which were received between March, 1968 and June, 1968. were erected in March/April, 1969 and taken over after inspection during August/October, 1969.

[Sub-paragraph 3 of Paragraph 74, Report of the Comptroller & Auditor General (Civil) for the year 1969-70.]

1.67. The Committee enquired why the Ring Road, New Delhi Press could not be commissioned in September, 1967 as originally scheduled and whether there was delay in completion of various items of work. In a detailed note the Ministry informed the Committee as follows :

"The Construction of the Press building was to be completed by May, 1966. It was later decided in the meeting held in the room of the Chief Engineer on 31-10-66 that the building completed in all respects should be handed over to the Press by September, 1967. The work for providing underground ducts for forced ventilation, discussed in the said meeting was awarded by the C.P.W.D. in May 1967. The work was not undertaken by the N.B.C.C. The cause of delay being due to provision of large ventilation ducts which had to be provided with elaborate arrangements for their complete water proofing. The flooring could be laid and partition wall constructed only after completion of the underground ducts. Frequent visits were, however, made to site to expedite the work.

Some delay was caused in the layout of machines as the sizes of the machines were made available by the suppliers of the machines to the C.C.P. & S. on 15-12-67 and 14-2-68. After the layout of machines was finalised on a top priority basis before it was too late as the walls etc. segregating the various sections were yet to be built.

Consequently some further changes were necessitated such as shifting of some room and partition walls, etc., provided earlier in the plan. A plan showing the partitions etc. was therefore, prepared and supplied to the Central Public Works Department. When delay in this connection and also in connection with the power wiring was anticipated it was decided that the Busbar system of electric fittings may be provided for connection to the machines. Some difficulties were also felt in this regard also. To overcome it was then decided to provide poles at the two extreme ends under the partition walls. After the layout plan for pipe lines for water supply drainage and compressed air connections was

provided for mono casting machines etc., the flooring was laid by the contractor."

1.68. Asked when the Press building was actually completed, the Ministry stated that it was difficult to indicate the precise date of completion as some minor work was still going on and in the meantime the press building has been taken over and the Press has gone into production in 1969.

1.69. The Committee were informed that the spare parts referred to in Sub-para 3(i)(a) of the Audit Para were received on 19-8-1971 and physically inspected by the Director of Inspection on 1-12-71 and the spares could not be used before final inspection by the Director of Inspection. As regards the delay in placing indents for mono machines referred to in sub-para 3(i)(b) the Ministry stated that the administrative approval for the procurement of the machines was communicated to the Press on 17-6-1968 and the indent was sent to the DGS&D on 21-11-68 after the completion of the formalities about foreign exchange, specifications, etc.

1.70. There were delays in placing orders by the DGS&D for spare parts etc. and mono machines. It took the DGS&D two years and four months in placing orders for spare parts, etc., while there was a delay of 6 months in placing orders for mono machines. The Committee desired to know the reasons for these delays.

1.71 Explaining the delay in placing orders for spare parts, etc., the Department of Supply stated as under :

"The period of delay amounting to 2 years and 4 months can be divided into two parts—(a) from 23-11-67 to 18-8-69 and (b) 19-8-69 to 13-3-70.

In regard to the period mentioned against (a) above although the indent was initially received on 23-11-67, it had to be returned to the Indentor as the validity of the DGTD clearance had expired and the Proprietary Article Certificate given was not in the proper form. The indent was again received on 24-2-68 and although the validity of the foreign exchange was due to expire on 22-4-68, a single tender enquiry was issued on 26-3-68 and tenders were due for opening on 27-4-68. Firm's quotation, which was received on 2-5-68 was referred to the Government of India Press, New Delhi on 6-5-68 to confirm acceptability, with a copy to CCP&S, New Delhi. No reply from the Government Press was received inspite of a reminder dated 28-5-68. The CCP&S, however, *vide* his letter dated 28-5-68 (received on 31-5-68) giving a reference to DGS&D letter dated 6-5-68 advised that arrangements were being made to get the F/E sanction revalidated for finalisation of procurement. In view of the above, although the purchase proposals were approved by the competent Purchase Officers and Finance on 22-6-68 the order could not be placed. The CCP&S was also informed on 15-7-68 with a copy to the Government of India Press, New Delhi, that the indent will be treated as effective only after the F/E sanction was obtained and intimated to the DGS&D.

With regard to (b) above, the intimation regarding revalidation of foreign exchange sanction upto 19-9-69 was received on 19-8-69 *vide* CCP&S letter dated 14-8-69. As the F/E revalidation intimation had not been received, the offer initially received was allowed to lapse. After receipt of the F/E revalidation sanction for all practical purposes, the indent became effective from that date and thereafter a fresh single

tender enquiry was issued on 29-8-69 and tender was due to open on 15-10-69. The firm's tender, however, was received on 26-10-69. An advance A/T was placed on 12-11-69 followed by a formal A/T on 13-3-70.

From the above, it would appear that the indent actually became effective on the DGS&D with effect from 19-8-69 on which date the foreign exchange revalidation intimation was received. A tender enquiry was issued within 10 days thereafter and the firm's quotation though due on 15-10-69 was received on 26-10-69. An advance order was placed within a fortnight thereafter. It will, thus, be seen that there was no undue delay on the part of the DGS&D in placing the order after the foreign exchange sanction was intimated."

1.72. As regards the delay in placing orders for mono machines, the Department of Supply gave the following reply :

"At the outset, it may be mentioned that the estimated value of the indent being over Rs. 30 lakhs, the proposal for the issue of a single tender enquiry as well as coverage could not be done in the DGS&D and required the approval of the Department of Supply. It may also be mentioned that the indent did not bear any priority marking and in the absence of a priority marking it had to be dealt with as an ordinary indent the DGS&D took a period of 4½ months for the coverage of the indent from its receipt. Of the above, a period of approx. 3 weeks was made available to the firm for submission of their quotation. The duplicate quotation was forwarded to the indenter on 23-1-69 and his comments were received on 19-2-69. Thus a period of approx. 4 weeks was to the account of the indenter for giving his comments. Further, approval for negotiation by Finance and the Department of Supply and actual negotiations also took some time. Considering all the above, it can be said that the DGS&D covered the indent within a reasonable time and there was no avoidable delay in the coverage of the indent."

1.73. The Committee desired to know why orders for lino and mono metal were placed on priority basis years ahead of placing orders for the machines and spares and whether purchase of these materials on priority basis involved any extra expenditure. In reply, the Ministry furnished the following note :

"The order for the supply of Lino/Mono metal was placed on the basis of original planning for the transfer of Lino and Mono Machines from the G.I.P., Minto Road, New Delhi, which ultimately was modified/abandoned. In any case metal was required to be procured well in advance to make it available immediately on commissioning of the machines to avoid idling of machines for want of metal.

No extra expenditure was involved in the purchase of Lino and Mono metal on priority basis in advance of installation of the machines."

1.74. The Committee deplore the delay in commissioning the Press at Ring Road, New Delhi. The Press which was scheduled to be commissioned by September, 1967, went into nucleus production only on 15th April, 1969. The construction of the Press building which was to be completed by May, 1966 is yet to be completed. The Committee desire that the delay and lack of coordination at the various stages of construction of the building should be investigated and appropriate action taken.

1.75. The Committee also regret the delay in placing orders for spare parts etc. required for the installation of lino machines transferred from Minto Road Press. Major part of the delay is attributed to the delay in getting the DGTD's clearance and the foreign exchange sanction revalidated by the indenter. The Committee would like the procedural bottlenecks, if any, and the slackness in taking action by the officials concerned to be examined.

1.76. As regards delay in placing orders for mono-machines, the Committee were informed that the indent did not bear any priority marking and that in the absence thereof it had to be dealt with as an ordinary indent. It passes the comprehension of the Committee as to how when mono metals for these machines were procured already on priority basis and remained unused, urgency was not attached to the purchase of the machines. They, therefore, wish that responsibility for the lapse should be fixed.

Delay in installation of Machines

Audit Paragraph

1.77. (i) On 15th May, 1957, a Copper and Nickel Facing Plant (designed to be run by D. C. Power) was purchased at a cost of Rs. 22,118 for installation alongwith Rotaries in the Government of India Press, Temple Street, Calcutta. Owing to the decision taken in December, 1962 to run all the Rotaries at Santragachi Press, the plant was transferred in January, 1963 to the latter Press and unpacked at Santragachi in June, 1967, when some of the parts were found missing.

The Ministry have stated (December, 1970) that the "Plant has since been installed by the C.P.W.D. but not yet put into commission due to want of electric energy."

(ii) L.B.M.-cum-Offset Duplicating Machines having a capacity of 100 pages per day, were purchased in early 1969 at a value of Rs. 4.46 lakhs for printing Hindi jobs relating to Parliament. The machines have, however, been lying uncommissioned in the New Delhi Press so far (December, 1970).

The Ministry have stated (December, 1970) as follows :

"The IBM-Cum-Offset Duplicating Machines have since been installed in the Govt. of India Press, Minto Road, New Delhi, but the I.B.M. Typewriters are yet to be imported. Without these typewriters matter cannot be composed. Hence, the Unit remains uncommissioned in the Press."

[Sub-paragraph 4 of Paragraph 74, Report of the Comptroller & Auditor General of India (Civil) for the year 1969-70.]

(i) Installation of Copper and Nickel Facing Plant

1.78. The Committee were informed during evidence that the Copper and Nickel Facing Plant was commissioned some time in August, 1971. The delay in the installation of the plant at Santragachi was explained as due to non-availability of D.C. power there.

1.79. The Committee enquired whether the non-availability of D.C. power in Santragachi was not known when the decision to transfer the plant there was taken. The Chief Controller of Printing and Stationery admitted that there was some bungling and stated that a convertor would have done the work without waiting for D.C. current.

1.80. Asked whether any enquiry was conducted to find out how and when the loss of some parts took place, the Controller of Printing replied, "after a regular search, it was found out that there was a difficulty between the two presses. We have not enquired into detail as to what had happened." As for the value of the parts found missing the witness stated that "it would be a few hundreds or a thousand....."

(ii) *Commissioning of I.B.M.-cum-Offset Duplicating machines*

1.81. The Committee enquired why coordinated action was not taken for the purchase of I.B.M. Typewriters alongwith Duplicating machines. The Secretary said that "..... sometimes these things are due to unforeseen circumstances but to a large extent this can be controlled by proper planning." He, however, admitted that in this case, "the printing machines were purchased a bit too early". The Committee were further given to understand that the IBM Typewriters have been received in 1971 and they have already been commissioned.

1.82. The Committee are inclined to take a serious view of the delays at various stages in commissioning the copper and nickel facing plant. That the plant which was procured in the year 1957 for installation at the Temple Street, Calcutta Press was finally installed and commissioned at Santragachi in 1971 after a lapse of 14 years, can hardly do any credit to the Department. The delay in commissioning was partly explained as due to non-availability of DC power at Santragachi although the Chief Controller of Printing and Stationery admitted when he tendered evidence before the Committee that it was not necessary to wait for the DC power and that a converter would have done the work. The Committee would suggest a comprehensive investigation into the delays that occurred in this case which would serve as a lesson for the future.

1.83. It took over two years to commission the IBM-cum-off-set Duplicating Machines acquired at a cost of Rs. 4.46 lakhs for printing Hindi jobs relating to Parliament at the Minto Road Press, New Delhi. Such delays viewed in the context of the inadequacy of the existing capacity for Hindi printing assume seriousness. The Committee do not appreciate the lack of synchronisation of the purchase of these machines and the IBM typewriters without which the machines could not be commissioned. They accordingly hope that Government would find out as to what wrong with the initial purchase proposal and take appropriate action.

Cost of Printing Jobs

Audit Paragraph

1.84. The Public Accounts Committee in para 2.48 of their Sixty-Third Report (Third Lok Sabha-November 1966) had recommended that early action be taken to set up the team to devise a method of working out the cost of publications printed in Government Presses and that periodical reviews be undertaken to assess the cost of printing in Government Presses *vis-a-vis* private presses with a view to improving the efficiency of Government Presses. In para 2.138 of their Eighty-Third Report (Fourth Lok Sabha—April, 1969) the Estimate Committee also expressed the view that it is essential to have individual job costing system in the Presses without which there could be no dependable basis as regards the economics and utility of getting the work done through Government Presses *vis-a-vis* private presses or for the expansion of existing Government Presses or for the installation of new Presses.

The Government of India appointed a cost study team on 9th February, 1968. The team submitted its Report in April, 1969 and made the following recommendations/observations :

- (i) The method of costing followed by Government of India Presses is outmoded and ineffective.
- (ii) Government Presses should follow a uniform system of costing which will enable Government to frame rational and realistic pricing policy control cost and high-light the sources of waste and inefficiency.
- (iii) In order to control actual expenses, a printing programme and budget should be drawn up for each press and the cost per man/machine hour worked out.
- (iv) Depreciation on electrical fittings, plant and machinery should be calculated on the straight-line method.
- (v) All non-paying departments should be made paying departments. Till the introduction of a unified system of cost accounting, debits for jobs should be raised against indentors on the basis of the standard cost of the jobs of the individual press and not on the basis of the actual cost of production.
- (vi) It may not be possible to compare the cost of publications in Government of India Presses with those of private sector presses for similar jobs. However, the reverse could be attempted.
- (vii) A page-rate formula could be used for the limited purpose of pricing the publications; it should not, however, be used to the exclusion of the costing system.
- (viii) Cost Cells at Headquarters and Government Presses should be created and manned by qualified experienced and trained staff.

The recommendations of the cost study team are still under examination of the Chief Controller, Printing and Stationery. As regards item (v) above, all the Departments have, however, been declared as 'Paying' with effect from 1st April, 1971 in pursuance of the recommendation of the P.A.C. contained in their 34th Report (Fourth Lok Sabha—November, 1968).

[Sub-Paragraph 5 of paragraph 74, Report of the Comptroller and Auditor General of India (Civil) for the year 1969-70.]

1.85. The Ministry intimated the position of examination of the recommendations of the cost Study Team as follows :—

"The cost Study Team submitted its report towards the end of April 1, 1969. By the time the report came to be considered after obtaining the comments of the C.C.P. & S., the report of the National Productivity Council was before the Government. The N.P.C. was engaged on the productivity study in the Government of India Press, Faridabad and its report dealt with the problems of job costing, production planning and control, coupled with the norms of output and classification of expenditure under different production centres. Meanwhile, a suggestion that another Study Team in which a few representatives from Private Presses in India be included to study comparative cost of production in Government Presses and private presses came to be considered by Government. No final decision on this Study Team has been taken. After examining the reports of the Study Team

as also of the National Productivity Council it has been decided that the method suggested by the N.P.C. which was easier be introduced. Accordingly, action has been initiated to revise certain forms maintained for the compilation of the data in the presses and to restructure them in order that analysis of cost of production become easier. The Director of Commercial Audit has been consulted in the matter of devising the forms referred to above.

1.86. The Committee enquired whether any assessment had ever been made to compare the investment on the printing presses and the return from them, the Secretary stated : "This has not been done. The presses are doing work for a number of departments and the work done for each department is not being evaluated in terms of money. Recently we have converted our relationship with every customer to a commercial basis. Now every job which we do for anybody is costed. This will enable us to evaluate all the jobs that we do for all the customers and then taking this into account, we can compare it with the investment made. While the answer to the question is that this is not being done, I should add that this we propose to do and we will be able to do this shortly since we have converted all our customers into commercial relations."

1.87. To another question the witness replied : "... apart from the financial aspect of it so far as the accounting aspect is concerned, we are going to cost every job that is being done. That is to say, whether it is a service—customer or whoever it might be, as soon as we do a job for them we are going to do costing. But the subject matter of whether bills should be sent to the various Departments and whether they should make the payment to our Department is to be decided. But, for our commercial accounts, these records will be sufficient. Another proposal that has been made to us in connection with the costing, is that we should make a higher charge for immediate jobs e.g. if somebody wants copies in 24 hours, we should charge them double the cost like telephone calls. This is under our consideration. But any way the basic thing is whether we are going to cost every job and that is being done."

1.88. The Committee find that the reports of the Cost Study Team and the National Productivity Council became available more or less at the same time in 1969 and that after examining the reports it was decided to accept the method suggested by the latter who also dealt with the problems of job costing, production planning, control, norms of output and classification of expenditure under different production centres. The Committee do not think it was necessary to entrust similar tasks to two different specialists. They, however, hope that a well-defined costing system would be introduced in the Presses without further delay.

1.89. It is also necessary to forthwith change over to commercial system of accounts which would make it possible to find out the returns of the Presses as compared with the investments made. This alone could establish the degree of efficiency of the Presses, besides bringing in the desirable financial discipline in their working. In this connection the Committee would suggest that the assistance of an expert on finance and accounts should be available to the Department as a whole and if considered necessary, to each Press.

1.90. The Committee would also like to suggest that each Press should bring out performance budget in addition to the one for the Department as a

whole so as to underscore the need for achieving and enforcing accountability better.

Stores

Audit Paragraph

1.91. *Maximum/minimum limits.*—(a) The minimum and maximum limits in respect of various categories of stores fixed by the Government of India in November, 1965, were to be maintain for a period of 3 years. Neither these limits have been recorded on bin cards and stores ledgers in all the Presses (except Koratty and Nasik Presses) nor have these been reviewed so far in the light of actual needs.

The Ministry have stated (December, 1970) that “the question of further review of maximum and minimum limits of paper and other stores is already under examination of this Department.”

(b) It was noticed that, in the following Presses, the closing stock of paper, binding material and stationery was far in excess of the limit of 9 months’ consumption prescribed by Government in November, 1965 :—

Name of the Press	Value of closing stock (Rupees in lakhs)			Closing stock in terms of months’ consumption		
	1966-67	1967-68	1968-69	1966-67	1967-68	1968-69
1. Nilokheri	10.20	10.02	10.38	13	13	14
2. Gangtok	2.47	2.29	2.05	22	18	28
3. Koratty	5.80	11.08	8.79	44	19	17
4. Coimbatore	11.93	15.76	12.42	16	20	21

The Ministry have stated (December, 1970) as follows :—

“ It may be mentioned that though the limit prescribed is ideal, but this can be followed under ideal condition only. The Presses have to stock paper as a ‘whole-saler’ i.e. keep stock of all necessary varieties of paper. A careful scrutiny of accumulation of stock is being made by the Management of the Presses to avoid unnecessary blocking of Government money as far as possible. The excesses pointed out by the Audit is not because of the fact of over blocking of stores but because of uncertain supply position as well as nature of jobs received for execution by the Presses.”

Physical verification of stores—

(a) Quinquennial stock-taking of dead stock articles is required to be carried out according to the provisions of para 138 of the Press Hand Book. The shortages and excesses in respect of the Presses at Nasik, Nilokheri, Faridabad and Minto Road, New Delhi have not been worked out and investigated and also the quantity accounts have not been changed in the light of actual verification reports. In respect of the Press at Temple Street, Calcutta, no physical verification has been done since 1954. The stock verification of dead stock articles was conducted in Coimbatore Press in March, 1970 but certain discrepancies having been noticed, a re-verification has been ordered.

(b) In July, 1969 a representative of Chief Controller of Printing and stationery conducted a surprise verification of type metal in New Delhi

(Minto Road) Press. As against the book balance of 5586.25 quintals, the metal found on verification was 4569.99 quintals, thereby indicating a deficit of 1016.26 quintals valued at Rs. 4.7 lakhs.

The Ministry have stated (December, 1970) as follows :—

“The report of the Verifying Officer on the stock-taking of type metals in the Government of India Press Minto Road, New Delhi was sent to the General Manager, Government of India Press, Minto Road, New Delhi for comments. His report has since been received and is under examination in this office.”

[Sub-Paragraph 6 of paragraph 74, Report of the Comptroller and Auditor General (Civil) for the year 1969-70.]

1.92. The Committee enquired why in most of the presses the minimum and maximum limits in respect of stores were not recorded in the bin cards and stores ledgers, as required. The Ministry stated that “The object of Audit in laying down that the maximum and minimum limits should be recorded in the bin cards was to have an effective control over the receipt and issue of stores. As such control was being watched according to the circumstances prevailing in the units through the respective stores accounts of the concerned units, no record was being made in bin cards. Units have, however, been advised to exhibit the limits on bin cards and stores ledgers in future.”

1.93. Observing that the question of further review of maximum and minimum limits of paper and other stores was under the consideration of the Department, the Committee asked whether the review had been carried out. They were informed that “the units have since furnished their views. The matter is under examination. Necessary proposals in this regard will be submitted to Government as early as possible.”

1.94. As regards excessive stock of paper, binding material and stationery held by the presses at Nilokheri, Gangtok, Koratty and Coimbatore, the Ministry furnished a statement showing the quantity of the material purchased, consumed and balance held in the presses during the three years 1966-67 to 1968-69. It is seen that in all the four presses the closing stock at the end of each of the three years was more than the quantity actually consumed during the respective years. The statement is appended below :—

Name of the Press	Stock in hand at the end of 1965-66	1966-67			1967-68			1968-69		
		(Re- ceipt)	(Con- sumed)	(In hand)	(Re- ceipt)	(Con- sumed)	(In hand)	(Re- ceipt)	(Con- sumed)	(In hand)
		M.T.	M.T.	M.T.	M.T.	M.T.	M.T.	M.T.	M.T.	M.T.
G. I. P. Nilokheri	700	453	559	594	527	537	584	495	476	603
G. I. P. Gangtok	149	75	80	144	80	91	133	34	48	119
G. I. P. Koratty	1	429	92	338	716	409	645	209	334	520
G. I. P. Coimbatore	906	324	535	695	781	558	918	204	387	735

Note : “Due to non-availability of the actual quantities involved under the three categories, the above figures have been arrived at by dividing the

value of paper (including binding material and office stationery) purchased, consumed and in stock during the years, by the average cost of paper per ton and as such are only approximate."

1.95. In a note furnished to the Committee, the Ministry stated that the quinquennial stock-taking of dead stock articles had been done in the presses at Nasik, *Nilokheri, Faridabad and Minto Road, New Delhi and the shortages and excesses revealed as a result thereof were being reconciled. The re-verification of the stock of dead stock articles in the Coimbatore press had also been completed and the report of the re-verification was awaited.

1.96. The Committee were further informed that the verification of the dead stock articles, etc. in the press at Temple Street, Calcutta had since been completed and that the reason why the physical verification was not conducted for over 17 years since 1954 was being ascertained from the press concerned.

1.97. As regards the question of shortage of 1016.26 quintals of type metal valued at Rs. 4.7 lakhs detected in New Delhi (Minto Road) Press during a surprise check in July, 1969, the Controller of Printing stated before the Committee as follows: "Depreciation to the tune of 3% per year is allowed and stock taking is done after every five years so far as type metals are concerned. The amount of depreciation should have been taken into account—the depreciation of the previous stock which was found five years earlier. We are further investigating into it....."

1.98. The Committee desired to know the results of the examination of the findings of the verifying officer and the General Manager's comments thereon and whether responsibility had been fixed in the matter. The reply furnished by the Ministry in this regard is reproduced below:—

"The report of the Verifying Officer which indicated a deficit of 1016.26 Qtl. of type metal has been examined by the highest Technical Officer in this department viz. Controller of Printing in consultation with the General Manager, Government of India Press, Minto Road, New Delhi, and the result of this examination is indicated in the ensuing paras.

"2. In para 9 of his report, the Stock Verifying Officer has stated that in the dross accumulation lying in the press, 32% of the rejected dross is recoverable as metal. The accumulation of dross is 639.50 Qls. of which 32% comes to 204.75 Qls. and as such, the deficit is reduced to 811.51 Qls. (According to the verification done by the Chief Auditor, the correct figure of the accumulation of dross is 639.85 quintals, as indicated in the report of the General Manager.)

"3. The Press Management when called upon to explain this deficit, have reported that in their ledgers they had omitted to register two items viz. :—

- | | |
|-----------------------------------------------------------------------------------------------|-------------|
| (i) Quantity transferred to the units but not entered in the ledgers. | —50.08 Qls. |
| (ii) Metal reported to have been pilfered but not yet written off and entered in the ledgers. | —23.91 Qls. |

*According to verification done by the Chief Auditor, the quinquennial stock-taking due in 1970 has not been done in the Nilokheri Press.

The ledger balance should therefore have been 5512.27 Qls. instead of 5586.26 and the actual deficit comes to 737.52 Qls.

"4. While explaining this deficit the Press Management felt that the rate of depreciation in type metal assessed at 3% per annum is inadequate in so far as this press is concerned because this Press works in three shifts and the principle governing the rate of depreciation on plants and machinery in use in the Government of India Presses working more than one shift as contained in para 123 of Hand Book of Government of India Presses sixth Edition *i.e.* 175% of the normal rate of depreciation should be adopted in the case of type metal also because the loss in quantity of metal that occurs in this press on account of dross evaporation, sweepings etc. is definitely more than that in a press working one shift. After applying this principle the depreciation of 904.47 Qls. allowed during the preceding years is increased to 1582.82 Qls. thereby reducing the deficit of 737.52 Qls. to 59.16 Qls. Necessary action to get the rates of depreciation enhanced on the principles applicable to plants and machinery is being taken separately.

"5. The ledger balance on 31-3-1969 computed on the basis of enhanced rate of depreciation would thus work out to 4833.92 Qls. and since the stock taking was done on 4-7-1969, an allowance of 63.45 Qls. depreciation during the three months from April to June 1969 computed at 5½% per annum has also to be made, leaving a nominal surplus of 4.29 Qls. Since there is no deficit, the question of fixation of responsibility for the same does not arise."

1.99. The Committee trust that the minimum and maximum limits in respect of various categories of stores fixed in 1965 would be suitably revised early in the light of actual needs since then and that effective control over the procurement of stores would be exercised.

1.100. The Committee do not find enough justification for the overstocking of paper, binding material and stationery continuously over a number of years at Nilokheri, Gangtok, Koratty and Coimbatore Presses. They do not appreciate accumulation of paper in some Presses when it is generally in short supply in the country. Further they feel that as work in some other Presses have suffered for want of paper there should have been a centralised review of stock position in all the Presses with a view to diverting the surplus stock held to the Presses that needed supplies. They wish that such a review is introduced at least now.

1.101. It is clear that there is no effective inventory control and material management in the Government Presses. The Committee need hardly stress in this context that there should be a regular verification as also occasional surprise verification of stock and prompt follow-up action. The result of reconciliation of the discrepancies brought out in the stock verification at Nasik, Nilokheri, Faridabad and Minto Road, New Delhi Presses as also the results of reverification of stock at Coimbatore Press may be reported to the Committee. The Committee would also be interested in knowing the reasons for not conducting any physical verification for over 17 years since 1954 at the Temple Street, Calcutta Press.

1.102. The Committee note the view of the Controller of Printing that there was in fact no deficit of 1016.26 quintal of type metal valued at Rs. 4.7 lakhs as brought out in the surprise verification done at New Delhi (Minto

Road) Press in July, 1969. On the contrary, according to him, there was a nominal surplus of 4.29 quintals. The Committee desire that Government should satisfy themselves of the correctness of this conclusion after an independent examination of the basis thereof.

Pro forma accounts

Audit Paragraph

1.103. The Presses have not been declared as commercial and regular pro forma accounts in the form of Profit and Loss Account and Balance Sheet are not prepared. Instead, only Stores accounts are maintained. The consolidated pro forma accounts (*i.e.* Stores accounts) from 1967-68 onwards are awaited (December, 1970).

[Sub-paragraph 7 of paragraph 74, Report of the Comptroller and Auditor General for the year 1969-70]

1.103. The Presses have not been declared a commercial and regular consolidated pro forma accounts for the year 1967-68 were received in April, 1971. The Committee wanted to know the reasons for the inordinate delay in the compilation of these accounts. They also enquired of the position regarding compilation of the accounts for 1968-69 onwards. The Ministry explained the position in a note thus :

"The consolidation of the pro forma accounts for the year 1967-68, was delayed mainly because of delayed consolidation of pro forma accounts for the earlier years. For instance, the Audited copy of the pro forma accounts for the year 1966-67 of the new presses at Coimbatore and Koratty were received in the office of the Chief Controller of Printing and Stationery in the month of July, 1969. In respect of new establishments, the pro forma accounts were prepared for the first time and the relevant details of capital outlay, rate of depreciation etc., were not readily available.

Apart from the above, the ledgers of the Government of India Press, Temple Street, Calcutta, for the year 1967-68 were seized by the S.P.E. and the staff of that Press had to be deputed to copy out the relevant figures at the office of the S.P.E. It was only after the accounts of the Government of India Press, Temple Street, Calcutta, were compiled and audited and also after the consolidated pro forma accounts of the earlier year 1966-67 were checked, that the compilation work of the pro forma accounts of the subsequent year 1967-68 could be taken in hand. All these factors, therefore, contributed to the delay. The position had also been explained earlier to Audit.

The consolidated pro forma accounts for the year 1968-69 are held up for want of an audited copy of the pro forma accounts of the Government of India Press, Minto Road, New Delhi. As soon as this copy is received, the consolidated pro forma accounts will be made available to audit.

* * * * *

As regards proforma accounts for 1969-70, audited copies of some of the Presses, including the Minto Road Press, New Delhi, are awaited. None of the Presses has completed the accounts for the year 1970-71 and they have been reminded for early submission of the accounts."

According to the observation issued by the Chief Auditor to the Chief Controller of Printing and Stationery, the audited *proforma* accounts of Minto Road Press for 1968-69 were received in the office of CCPS in December 1971 and consolidated *proforma* accounts were prepared in February 1972.

1.105. The Ministry further stated that detailed instructions had been issued to all the Presses for the expeditious compilation of the proforma accounts.

1.106. The Committee are unhappy about the persistent delay in the preparation of consolidated proforma accounts (stores accounts) which had the effect of rendering the overall stores control ineffective. They desire that the Presses which are not finalising their accounts in time should be pulled up.

1.107. Now that all the Departments have been declared as "paying" w.e.f. 1st April, 1971, following the recommendations of the Committee, it is time to consider the question of treating the Presses as commercial units and preparing regular proforma accounts in the form of manufacturing account, profit and loss account and balance sheet. The Committee wish to be informed of the decision taken in this regard.

Procurement of water meters

Audit Paragraph

1.108. For the works "construction of 800 tenements-Phase-I and construction of 384 tenements Phase-II" of the subsidised industrial housing scheme at Okhla, 1184 domestic water meters of size 20 mm ($\frac{3}{4}$ ") were procured by the C.P.W.D. during October-December 1968 at the tendered rate of Rs. 228.19 each against the rate contract rate of Rs. 68.00 resulting in extra expenditure of Rs. 1.90 lakhs.

The rate contracts provide that supply should conform to ISI specification but the agreements with the contractors did not mention any such specification.

[Paragraph 41, Report of the Comptroller & Auditor General of India (Civil) for the year 1969-70]

1.109. At the outset the Secretary, Ministry of Works and Housing explained the background in the following words :

"...there was no separate purchase of water meters. This was a contract for the construction of quarters and the provision of certain amenities. Provision of water meters was only a part of it. The total cost of water meters might be about 2 or 2½% of the total cost of work. The tender was for the work as a whole. The value of the tender was a percentage above the value of the estimate. One gave as 21% and another as 22% and so on and the tender which gave the least percentage increase over the estimate was selected. What has been pointed out in the audit report relates to what was done in calculating the estimate. In arriving at the estimate, water meters were valued at Rs. 192 each ignoring the fact that there was a rate contract for the supply of ISI mark water meters at about half the price. That is the point that has been made out."

1.110. The Committee desired to know whether any effort was made to negotiate with the contractor with a view to effect a corresponding reduction in payment after it came to be noticed that the rate contract rate of a meter was only Rs. 68. The witness stated : "...there are three points which I would like to bring to your notice. The first point is that we made enquiries in the local markets twice. At the time of drawing up the estimate,

we went over the papers and we found that the Executive Engineer or whoever was it, he has recorded that it was on the basis of market price. Secondly, we enquired about how much the contractor has actually paid for the water meter. The information which we have is that per water meter he paid Rs. 105 in the local market. The third point that I would like to submit is, even assuming that we had valued it at Rs. 68 in the estimate, there is nothing to show that the total amount which was indicated in the lowest tender would correspondingly have been lower because he gives only a specific amount—so many lakhs of rupees.”

1.111. Questioned whether the tender was not an item-wise tender, the Engineer-in-Chief, C.P.W.D., New Delhi replied : “This was a percentage tender, that is we give an estimate and the contractor quotes a percentage above our estimated cost. In this particular case, there were two tenders. The estimated cost of one tender was Rs. 17.79 lakhs, and the contractor quoted 18.85 per cent over the estimated cost, taking all the items together. There were about 96 items in the tender. And this tender was considered to be a reasonable tender, and the tender is taken as a whole. In the second tender, the estimated cost was Rs. 37 lakhs, and the contractor quoted 19.35 per cent above and that was the lowest tender. And this 19.35 per cent was considered to be slightly high, and it was negotiated and was brought to 18.85 per cent in this case also. While considering the reasonableness of the tender as a whole, the market rate of various materials like bricks, etc. were taken.”

1.112. As regards inclusion of a provision in the contract about the specification of the meters, the witness informed the Committee that “it was mentioned in the agreement that the meters should conform to the ISI specifications. It has actually been observed that these water meters do conform to ISI specification and they bear ISI mark.”

1.113. The Committee are somewhat concerned at the lack of proper care in preparing the estimates in this case which led to the unintended inflation of the price of water meters. That the estimated price of Rs. 192 per meter was on the basis of the then prevailing market price is hardly convincing as the rate contract price was only Rs. 68.00 and the contractor himself is stated to have purchased it locally at the rate of Rs. 105/-. Besides investigation of the patently inflated estimate in this regard, the Committee would suggest that in future estimate for the various items of work tendered for should be based on the current rate/running contracts wherever applicable.

Newly-built quarters

Audit Paragraph

1.114. The contracts for construction of 616 quarters (256 Type I, 288 type II, 64 type III and 8 type IV quarters) for the staff of Government of India Press at Santagachi were awarded to three contractors during December 1964 and June 1965. Though these quarters were completed in May, 1968, 290 of them were lying vacant on 31st March, 1970 resulting in loss of revenue of Rs. 4.20 lakhs, apart from avoidable annual recurring expenditure on account of house rent allowance paid to the prospective allottees.

Besides, out of another 14 quarters constructed in the Government of India Press compound, 6 quarters are still (March 1970) lying vacant since their completion. The loss of revenue due to non-allotment of these quarters could not be assessed as standard rents of these quarters have yet to be fixed.

The Ministry stated (December, 1970) that the quarters are lying vacant as the staff are not willing to take the quarters because of the disadvantages of the site for communication, market and schools etc.

[Paragraph 40, Report of the Comptroller & Auditor General of India (Civil) for the year 1969-70.]

1.115. The Committee asked why arrangements were not made to provide the basic amenities, like communication, market, schools etc.; simultaneously with the completion of construction of the quarters. The Secretary, Ministry of Works and Housing replied that lack of basic amenities was one of the contributory factors. He added: "The main reason why the quarters were not occupied was this. These quarters were made for the employees of Government of India Press at Santragachi. The press and the press buildings were completed after the quarters were completed, so we could not move the workers there till the press itself was completed. An attempt was made to get temporary occupation of these quarters, but since these were away from the central areas and amenities were not there, people were not willing. Since then the press buildings have been completed and the staff is being moved. Now the amenities are also there. There is no question of lack of amenities now. Only a school and a post office will take some time."

1.116. The Committee wanted to know whether the press has since been shifted to Santragachi as also the present position regarding occupancy of the vacant quarters, and the loss of revenue due to their non-occupation. In a written reply, the Ministry stated that "the shifting of the Press has started." As for the present position regarding occupancy of the quarters, the Ministry informed the Committee as follows:

"190 quarters of various types are lying vacant in the Press Colony, Santragachi as on 16-12-71. Monthly loss of revenue in respect of these quarters is Rs. 5,000 approximately. In this connection it may be mentioned that recovery from the allottees under FR 45-A is made at the standard licence fees or 10% (7½% in the case of those whose emoluments are below Rs. 220 including Dearness Pay) of the emoluments of the allottees."

1.117. The Committee note that although the construction of staff quarters at Santragachi was completed in May, 1968, the Press buildings were constructed only subsequently and the shifting of the Press from K. S. Roy Road, Calcutta to Santragachi has yet to be completed with the result that a substantial number of quarters remain unoccupied. The Committee wish to stress that there should be a better planning in this regard.

1.118. GRANT No. 41—STATIONERY AND PRINTING

Group-head	Total Grant	Actual Expenditure	Saving
H. Stationery Stores Purchases in India			
O. 690.00	575.00	552.37	--22.63
R --115.00			

Saving was due to:—

- (i) less supply of paper and stationery stores by the mills and

(ii) less payments claimed by paper mills for paper already supplied. Large amounts had remained unutilised under this group head during the last four years also.

[Page 81, Appropriation Accounts (Civil), 1969-70]

1.119. The Committee desired to know the circumstances which led to large savings under the above Group-head during the last five years ended 31st March, 1970. In a detailed note, the Ministry explained the position as follows :

"The circumstances which led to the large savings under the head B-Stationery Stores-Purchase in India, for the last five years (1965-66 to 1969-70) are enumerated below in details :—

Years	Orders placed	Value of orders	Supplies effected	Value of Supplies	Final Appropriation	Actual expenditure
	M.T.	Rs.	M.T.	Rs.	Rs.	Rs.
1965-66	40,616	68896921	45,864	80633698	83500000 (—)1300000 8,2200000	72928930
1966-67	32,886	56429087	30,734	52734376	58500000 (—)8500000 50000000	47431688
1967-68	31,764	54566105	27,752	47727764	59500000 (—)7500000 52000000	50637099
1968-69	36,299	69468300	25,176	45828270	53500000 (—)3500000 50000000	47890226
1969-70 (1-7-69 to 30-6-70)	37,029	73442207	28,020	54005018	55000000 (—)7000000 48000000	46562894

1965-66

The saving during the year 1965-66 were Rs. 92,71,070. The value of supplies effected during the year was Rs. 8,06,33,698 whereas the actual expenditure was Rs. 7,29,28,930. The difference accounted for the savings of Rs. 77,04,768 (Rs. 8,06,33,698 minus Rs. 7,29,28,930) indicates that the Paper Mills did not submit their bills in time. The rest of the savings were due to less supplies effected than anticipated in the Final Revised Estimates for 1965-66. The Final Revised Estimates 1965-66 were based on the total supplies of 47,733 M.T. (42,433 M.T. actually supplied upto February, 1966 and 5290 M.T. anticipated for March, 1966) during the year. The supplies actually effected during the year were, however, 45,864 M. Tonnes.

1966-67

In the year 1966-67 the savings were of Rs. 25,68,312. The value of supplies made during the year was Rs. 5,27,34,376 whereas the actual expenditure was Rs. 4,74,31,688. The entire savings during the year was, therefore, due to lesser payments claimed by the Paper Mills against the supplies already effected.

1967-68

The savings during the year 1967-68 were of Rs. 13,62,901. The value of supplies of paper effected during the year was Rs. 4,77,27,764. In addition to this, payment outstanding against previous year's supplies was Rs. 40.00 lakhs approximately. Thus, a total payment of Rs. 517.00 lakhs approx. was required to be made during the year against the above supplies. But, the actual expenditure was Rs. 5,06,37,099. It indicates that the Mills did not prefer claims to the extent of supplies made. Had the claim been preferred by the Mills the savings would have been covered fully.

1968-69

In the year 1968-69 the savings were Rs. 21,09,774. The total supplies anticipated in the Final Revised Estimates for 1968-69 were 26,608 M. Tonnes (23,108 M.T. actually supplied upto February, 1969 and 3,500 M.T. anticipated for March 1969). There was, however, shortfall in supplies and the actual supplies effected during the year were 25,176 M.T. Thus, the entire savings were due to less supplies by Mills than anticipated.

1969-70

The savings during the year 1969-70 were Rs. 14,37,102. Actual supplies effected during the year were 28,020 M. Tonnes valued at Rs. 5,40,05,018. Against this, the actual expenditure was Rs. 4,65,62,898. This indicates that less payments were claimed by the Paper Mills.

"In this connection it is stated that in framing the budget estimates under 'B. 1-Paper' the estimated tonnage of India made paper is generally required to be based on the allocation of the previous year. Supplies anticipated during the previous year are also kept in view. This is revised at quarterly intervals etc. on the basis of the payments expected to be made by the Pay and Accounts Officers against bill which the Paper Mills are likely to submit for supplies to be made by these mills against supply orders issued by G.I.S.O., Calcutta. Despite all precautions, it is possible to make a rough estimate only of these payments and much depends upon the performance of the Paper Mills themselves in effecting supply of papers and submitting their bill in time. It is, therefore, not uncommon that there may be some variation between the budget estimates and the actual expenditure incurred as disclosed at the close of the financial year due to circumstances over which Printing and Stationery Department is unable to exercise control.

B. 2—Other Stores

Year	Value of orders placed	Final appropriation	Actual Expenditure
1	2	3	4
1965-66	1,78,93,471	Rs. 1,20,00,000 () 113,00,000 1,33,00,000	Rs. 1,32,60,443

1	2	3	4
1966-67	1,88,77,296	1,06,00,000 (-) 7,89,700 98,10,300	97,31,652
1967-68	2,06,53,644	1,35,00,000 1,35,00,000	1,10,19,846
1968-69	2,12,95,902	1,50,00,000 (-) 40,00,000 1,10,00,000	1,07,31,576
1969-70	2,23,16,166	1,40,00,000 (-) 45,00,000 95,00,000	86,68,674

1965-66

There was a saving of Rs. 39,557 during the year 1965-66. This was due to shortfall in expenditure at New Delhi Circle. Had the surplus amount been reported to the Pay and Accounts Officer, Calcutta, this saving would have been utilised at Calcutta who had sufficient bills in hand to make payment of this small amount.

1966-67

In the year 1966-67 the savings were Rs. 78,648. This was mainly due to less expenditure booked at New Delhi Circle against the allocation of funds made to it. Had the unspent amount been transferred to the Pay and Accounts Officers, Calcutta by the Pay and Accounts Officer, New Delhi, in time, the savings would have been utilised at Calcutta Circle and there would have been no savings at all.

1967-68

The savings of Rs. 24,80,154 in the year 1967-68 were mainly due to less supplies made by the suppliers than anticipated.

1968-69

The savings of Rs. 2,68,424 in the year 1968-69 were mainly due to less payments claimed by Contractors than anticipated.

1969-70

The savings of Rs. 8,31,326 are due to less payments claimed by the suppliers and also due to the fact that payments for miscellaneous Stationery Stores supplied to paying departments direct by firms are not being initially debited under this office head of account "B. 2-Other Stores" by the Pay and Accounts Officer, Calcutta who is raising the debit on account of the cost of miscellaneous Stationery Stores supplied to the paying indentors direct against their head of account. According to the data available in this office, the total value of supplies effected during 1969-70 in respect of miscellaneous stationery stores exceeded rupees one crore whereas the expenditure booked by the Pay and Accounts Officer, Calcutta was to the extent of Rs. 86,68,674 only.

As already stated under the sub-head 'B. 1-Paper' it would be observed that under this sub-head also the savings were due to circumstances over which the Stationery and Printing Department had no control. The savings became considerable from the year 1967-68 *i.e.* the year of introduction of centralised system of payment. The matter has already been taken up with the Pay and Accounts Officer, Calcutta.

1.120. The Committee understand that considerable savings occurred under the head "B. Stationery stores—Purchases in India" after the introduction of centralised system of payment in the year 1967-68. They accordingly wish that shortcomings, if any, in the system should be remedied and effective budgetary control ensured.

NEW DELHI;
April, 20, 1972.
Chaira 31, 1894 (S).

ERA SEZHIYAN,
Chairman,
Public Accounts Committee.

APPENDIX

Summary of Main Conclusions/Recommendations

Sl. No.	Para No.	Ministry/Deptt. concerned	Conclusions/Recommendations
1	2	3	4
1.	1.11	Ministry of Works and Housing	<p>The Committee find that as against the Fourth Plan allocation of Rs. 800 lakhs the expenditure incurred during the first two years of the Plan period was only Rs. 150.80 lakhs representing 18.85%. Further there has been heavy shortfall in expenditure against the Planning Commission's allocation during the year 1969-70, expenditure being Rs. 55.38 lakhs against the allocation of Rs. 122.31 lakhs (Rs. 136.72 lakhs according to Audit). The Committee would, therefore, like to know the reasons for the slow progress in implementation of Plan schemes. They, however, hope that the departmental machinery would be geared up to reach the Plan targets by having a schemewise control in the remaining years so that the printing capacity may be augmented by the end of the Plan as expected.</p>
1.	1.12	Do.	<p>The Committee were informed that even with the setting up of new presses and expansion of the existing ones during the Fourth Plan period the Government of India Presses would not be in a position to meet the printing requirements fully. The Committee have dealt with the question of improving the performance of the Presses in the following section of this Report. In order to have an optimum utilisation of the existing capacity, the Committee would also like to urge Government to consider the possibility of introducing additional shift in all the Presses ensuring availability of sufficient trained operators.</p>
3.	1.13	Do.	<p>The existing Hindi printing capacity is only 275 pages per day which appears to be far too inadequate. It is surprising that Government are unable to assess the quantum of work of Hindi printing as the indentors are stated to be not in a position to furnish the relevant statistics. In the absence of such an assessment the contemplated additional capacity of 375 pages per day was being done on an <i>ad-hoc</i> basis. The Committee desire that the difficulties explained in this regard should be looked into and a realistic assessment made of the requirements for printing in Hindi so that printing facilities can be augmented accordingly and in time.</p>
4.	1.14	Do.	<p>The Committee note that following the recommendations of the Estimates Committee, steps are being</p>

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			<p>taken to off-load non-Parliamentary items of work from the Minto Road Press to enable it to tackle the Parliamentary jobs more effectively. However, the Committee would like to be informed of the target date fixed to achieve this objective. The Committee desire that dependence on outside Government Presses and private presses to get Parliamentary jobs (including Parliamentary debates) printed should be eliminated as early as possible. They are, however, concerned to learn that even with the addition of the Reprographic Unit at the Minto Road Press the Hindi capacity falls short of requirement by 20,000 pages in royal octavo. The Committee hope that the Hindi capacity of the three Government of India Presses in the Delhi complex would be suitably augmented before long.</p>
5.	1.15	Ministry of Works and Housing	<p>At present serious delays do occur in printing of Parliamentary Committee Reports and it is not uncommon that they are presented in cyclostyled form. It is disturbing to the Committee that Government have not ruled out "some delay" in future also. The Committee need hardly stress that all Parliamentary work should be undertaken on a priority basis by making provision for the optimum demand. Any surplus capacity in the Press during lean periods may be made available for Government work.</p>
6.	1.16	Do.	<p>The Committee find that the debates in Lok Sabha and Rajya Sabha (Original and Translated version) are being got printed from outside presses. The printing of original version and translated version of debates takes one and a half months on an average. The Committee understand that some years ago when the Parliamentary Debates were being printed in Government of India Press, Minto Road, New Delhi, the Debates used to be printed within ten days. The Committee are confident that if the capacity in Minto Road Press is used exclusively for parliamentary work, as it is meant to, it should be possible to print the debates within ten days and with experience and effort bring them out within a week or less in the interest of giving wider publicity to authentic version of debates.</p>
7.	1.17	Do.	<p>The Committee attach importance to the above recommendations and would like to know within three months from Government concrete measure taken in implementation and realisation of these objectives.</p>
8.	1.48	Do.	<p>There has been a progressive decline in the actual outturn of the Calcutta (Temple Street) and the Santragachi Presses during the three years</p>

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			<p>ended 31st March, 1971, the outturn in terms of impressions in crores being 9·20, 8·62 & 7·38 and 13·93, 11·05 & 8·10 respectively. Further as at the end of July, 1971, jobs numbering 168 and 248 respectively were in arrears over a period of one year and above in these Presses. The Committee would like to know the reasons for the deterioration in the performance of these Presses and the steps taken to improve the position.</p>
9. 1.49	Ministry of Works and Housing		<p>Of the 13 Presses excluding New Delhi (Ring Road) Press, the actual output of New Delhi (Minto Road), Nasik Road, Santragachi and Coimbatore Presses was comparatively far below the annual printing capacity assessed by the Technical Officers of the Department in March, 1968. As against the tentative capacity in terms of impressions in crores of 15·35, 20·60, 25·07 and 8·14, the output during 1970-71 was 3·10, 13·78, 8·10 and 3·69 respectively. As many as 436 jobs (741 according to Audit) were in arrears over a period of one year and above as on 30th July, 1971 at the Nasik Press alone. The Committee further find that a printing machine remained idle at New Delhi (Minto Road) Press since September, 1966 due to mechanical defect and another machine remained idle at Santragachi since October, 1968 due to electrical defects. All these go to show that there has not been effective control over the working of these Presses with a view to ensuring optimum utilisation of the installed capacity. The Committee note that the Managers of these four Presses have been asked "to take steps to reduce stoppages and to raise productivity". The steps taken and the improvement effected thereby may be reported to the Committee. The Committee further suggest that Government should study the position in depth in respect of each of these Presses. They should bring out a white paper giving the factual position, the remedial measures taken and the watch that is being exercised at the headquarters to see that the targeted production is achieved in these Presses.</p>
10. 1.50	Do.		<p>The Committee are in particular concerned about the poor performance of the Minto Road Press, the outturn of which was a mere 20% of the capacity as assessed by the Technical Officers of the Department. They see no reason why with concerted efforts it should not be possible to reach the capacity and would like to stress that the shortcomings of the Press should be attended to on top priority basis. Situated as it is in New Delhi at a short distance from the headquarters it would well act as a model for other Government of India Presses to emulate.</p>

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11.	1.51	Ministry of Works and Housing	The Committee desire that pending formulation of a "uniform and more scientific basis" for the assessment of capacity of the Presses, the capacity of the New Delhi (Ring Road) Press should also be laid down tentatively to have some comparison with the actual output.
12.	1.52	Do.	The Committee do not think that there exists an effective control over arrears of jobs. In all, jobs aggregating 2819 remained in arrears over a period of one year and above as on 30th July, 1971. Although some reasons have been given in general, the Committee desire that the position should be examined in each Press and appropriate remedial measures taken to ensure that jobs are executed promptly.
13.	1.53	Do.	It is regrettable that a number of machines in the various Presses [Aligarh, New Delhi (Minto Road), Gangtok, New Delhi (Rashtrapati Bhavan), Santragachi] are remaining idle over a number of years due to some defect or other affecting the output. The Committee hope that these machines would be got repaired without further loss of time.
14.	1.54	Do.	The Committee note that a committee appointed by Government in 1959 to go into the question of improvement in quality and economy in production in the Government Presses recommended immediate augmentation of mechanical branches in all the Presses and the reconstitution of them into self-contained electrical-cum-mechanical units where it should be possible to carry out all repairs except those which required specialised engineering assistance. This recommendation made in the context of the need "to reduce stoppage of machines to the absolute minimum" is stated to be still under consideration of Government. The Committee would urge Government to come to an early decision in this regard as admittedly there is a need to have sufficient expertise built up within the Department.
15.	1.55	Do.	The Committee learn that shortage of paper has resulted in a large number of jobs being delayed and in lowering of outturn. The matter requires to be tackled at Government level. The Committee have dealt with this general question in their 38th Report.
16.	1.56	Do.	Another factor which seriously affects the output of the Presses is want of operatives. The loss of production due to this was as high as 15.8% at Faridabad Press. Besides delay in getting the necessary sanction to the posts, there appeared to have been difficulty in getting trained men especially for Hindi jobs. The Committee hope that the Department would make

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			adequate arrangements for training operatives well in time to meet anticipated requirements. Special attention should be given to training Hindi operatives in view of the considerable expansion of capacity of Hindi printing contemplated during the Fourth Plan and the difficulties being experienced in getting Hindi operatives for the existing requirements.
17.	1.57	Ministry of Works and Housing	From the foregoing the Committee are convinced that there is need for a critical review of the working of the Presses periodically at Government level at meetings to be attended by Managers of all the Presses so that the factors that inhibit the production may come to light in time and appropriate remedial measures taken in a coordinated manner. The Committee feel that things would improve only if accountability for producing results and achieving targets is enforced at all levels and the organisation becomes responsive and result oriented. There should be a task force at headquarters to identify and attend to the shortcomings of each of the Presses.
18.	1.58	Do.	It is a sad commentary on the working of the Department that the installed capacity of the Presses on a uniform and scientific basis has not as yet been assessed. A productivity cell for this purpose was set up only in September, 1970. The Committee expect that this task would be completed early. The Committee also desire that detailed studies of all the Presses undertaken through the National Productivity Council should be completed as per a time-bound programme and prompt follow-up action taken to enhance productivity. In the meanwhile the progress of implementation of the recommendations of the Council in respect of Faridabad Press and the results thereof may be intimated to them.
19.	1.64	Do.	The Committee regret to find that while the Presses are unable to meet the printing requirements of Government in full and in time, jobs are executed far in excess of requirements due to lack of coordination between the Indenting Departments and the Chief Controller of Printing and Stationery. Although the Ministry has explained that "at this stage it has not been possible to fix the responsibility" for the overprinting of registers by the Coimbatore Press, the Committee fail to understand how the matter was not gone into when the excess supply was brought to the notice of the Press by the indenter in December, 1965. The Committee would, therefore, like to have an explanation for the lapse.

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20.	1.65	Ministry of Works and Housing	The Committee are not aware of the circumstances under which excess supplies of 39,950 registers (form CGC-4) valued at Rs. 0.95 lakh accumulated in the Press and could not be disposed of till September, 1970. The Committee may also be apprised of the action taken in the matter and the disposal of these registers.
21.	1.74	Do.	The Committee deplore the delay in commissioning the Press at Ring Road, New Delhi. The Press which was scheduled to be commissioned by September, 1967 went into nucleus production only on 15th April, 1969. The construction of the Press building which was to be completed by May, 1966 is yet to be completed. The Committee desire that the delay and lack of coordination at the various stages of construction of the building should be investigated and appropriate action taken.
22.	1.75	Do.	The Committee also regret the delay in placing orders for spare parts etc. required for the installation of linomachines transferred from Minto Road Press. Major part of the delay is attributed to the delay in getting the DGTD's clearance and the foreign exchange sanction revalidated by the indentor. The Committee would like the procedural bottlenecks, if any, and the slackness in taking action by the officials concerned to be examined.
23.	1.76	Do.	As regards delay in placing orders for mono-machines, the Committee were informed that the indent did not bear any priority marking and that in the absence thereof it had to be dealt with as an ordinary indent. It passes the comprehension of the Committee as to how when mono metals for these machines were procured already on priority basis and remained unused, urgency was not attached to the purchase of the machines. They, therefore, wish that responsibility for the lapse should be fixed.
24.	1.82	Do.	The Committee are inclined to take a serious view of the delays at various stages in commissioning the copper and nickel facing plant. That the plant which was procured in the year 1957 for installation at the Temple Street, Calcutta Press was finally installed and commissioned at Santragachi in 1971 after a lapse of 14 years, can hardly do any credit to the Department. The delay in commissioning was partly explained as due to non-availability of DC power at Santragachi although the Chief Controller of Printing and Stationery admitted when he tendered evidence before the Committee that it was not necessary to wait for the

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			DC power and that a convertor would have done the work. The Committee would suggest a comprehensive investigation into the delays that occurred in this case which would serve as a lesson for the future.
25.	1.83	Ministry of Works and Housing	It took over two years to commission the IBM-cum-offset Duplicating Machines acquired at a cost of Rs. 4.46 lakhs for printing Hindi jobs relating to Parliament at the Minto Road Press, New Delhi. Such delays viewed in the context of the inadequacy of the existing capacity for Hindi printing assume seriousness. The Committee do not appreciate the lack of synchronisation of the purchase of these machines and the IBM typewriters without which the machines could not be commissioned. They accordingly hope that Government would find out as to what was wrong with the initial purchase proposal and take appropriate action.
26.	1.88	Do.	The Committee find that the reports of the Cost Study Team and the National Productivity Council became available more or less at the same time in 1969 and that after examining the reports it was decided to accept the method suggested by the latter who also dealt with the problems of job costing, production planning, control, norms of output and classification of expenditure under different production centers. The Committee do not think it was necessary to entrust similar tasks to two different specialists. They, however hope that a well-defined costing system would be introduced in the Presses without further delay.
27.	1.89	Do.	It is also necessary to forthwith change over to commercial system of accounts which would make it possible to find out the returns of the Presses as compared with the investments made. This alone could establish the degree of efficiency of the Presses, besides bringing in the desirable financial discipline in their working. In this connection the Committee would suggest that the assistance of an expert on finance and accounts should be available to the Department as a whole and if considered necessary, to each Press.
28.	1.90	Do.	The Committee would also like to suggest that each Press should bring out performance budget in addition to the one for the Department as a whole so as to underscore the need for achieving and enforcing accountability better.
29.	1.99	Do.	The Committee trust that the minimum and maximum limits in respect of various categories of stores fixed in 1965 would be suitably revised early in the

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			light of actual needs since then and that effective control over the procurement of stores would be exercised.
30.	1.100	Ministry of Works and Housing	The Committee do not find enough justification for the overstocking of paper, binding material and stationery continuously over a number of years at Nilokheri, Gangtok, Koratty and Coimbatore Presses. They do not appreciate accumulation of paper in some Presses when it is generally in short supply in the country. Further they feel that as work in some other Presses have suffered for want of paper there should have been a centralised review of stock position in all the Presses with a view to diverting the surplus stock held to the Presses that needed supplies. They wish that such a review is introduced at least now.
31.	1.101	Do.	It is clear that there is no effective inventory control and material management in the Government Presses. The Committee need hardly stress in this context that there should be a regular verification as also occasional surprise verification of stock and prompt follow-up action. The result of reconciliation of the discrepancies brought out in the stock verification at Nasik, Nilokheri, Faridabad and Minto Road, New Delhi Presses as also the results of reverification of stock at Coimbatore Press may be reported to the Committee. The Committee would also be interested in knowing the reasons for not conducting any physical verification for over 17 years since 1954 at the Temple Street, Calcutta Press.
32.	1.102	Do.	The Committee note the view of the Controller of Printing that there was in fact no deficit of 1016.26 quintal of type metal valued at Rs. 4.7 lakhs as brought out in the surprise verification done at New Delhi (Minto Road) Press in July, 1969. On the contrary, according to him, there was a nominal surplus of 4.29 quintals. The Committee desire that Government should satisfy themselves of the correctness of this conclusion after an independent examination of the basis thereof.
33.	1.106	Do.	The Committee are unhappy about the persistent delay in the preparation of consolidated proforma accounts (stores accounts) which had the effect of rendering the overall stores control ineffective. They desire that the Presses which are not finalising their accounts in time should be pulled up.
34.	1.107	Do.	Now that all the Departments have been declared as "paying" w.e.f. 1st April, 1971, following the recommendations of the Committee, it is time to consider the question of treating the Presses as commercial units and preparing regular proforma accounts in

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			the form of manufacturing account, profit and loss account and balance sheet. The Committee wish to be informed of the decision taken in this regard.
35.	1.113	Ministry of Works and Housing	The Committee are somewhat concerned at the lack of proper care in preparing the estimates in this case which led to the unintended inflation of the price of water meters. That the estimated price of Rs. 192 per meter was on the basis of the then prevailing market price is hardly convincing as the rate contract price was only Rs. 68.00 and the contractor himself is stated to have purchased it locally at the rate of Rs. 105/-. Besides investigation of the patently inflated estimate in this regard, the Committee would suggest that in future estimate for the various items of work tendered for should be based on the current rate/running contracts wherever applicable.
36.	1.117	Do.	The Committee note that although the construction of staff quarters at Santragachi was completed in May, 1968, the Press buildings were constructed only subsequently and the shifting of the Press from K.S. Roy Road, Calcutta to Santragachi has yet to be completed with the result that a substantial number of quarters remain unoccupied. The Committee wish to stress that there should be a better planning in this regard.
37.	1.120	Do.	The Committee understand that considerable savings occurred under the head "B. Stationery stores--Purchases in India" after the introduction of centralised system of payment in the year 1967-68. They accordingly wish that shortcomings, if any, in the system should be remedied and effective budgetary control ensured.

