

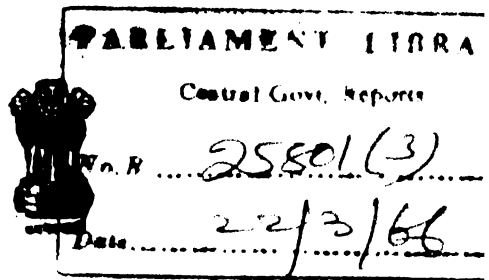
COMMITTEE ON PUBLIC UNDERTAKINGS

(THIRD LOK SABHA)

NINETEENTH REPORT

**TRIVANDRUM RUBBER WORKS LTD.,
TRIVANDRUM**

(DEPARTMENT OF INDUSTRIES, GOVERNMENT OF
KERALA)



**LOK SABHA SECRETARIAT
NEW DELHI**

March, 1966/Phalguna, 1887 (S)

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**Nineteenth Report of the Committee on Public Undertakings
on the Trivandrum Rubber Works Limited, Trivandrum.**

<u>Page</u>	<u>Para</u>	<u>Line</u>	<u>For</u>	<u>Read</u>
5	15	6	cycle, etc.	cycles, etc.
9	34	6	ordered to be	ordered/ to be
10	37	6-7	September, 1965.	September, 1964.
14	48	last line	24.2.1964"	on 24.2.1964" .
14	51	Heading	B .Sunday Debtors	B.Sundry Debtors
20	S.No. 1	col.3, line 4	lead wires	bead wires
22	col.1	line 13 from below	-	Insert 6
22	col.1	line 3 from below	-	Insert 7
25	col.1	last line	machinery replacement of old equip- ment intro- duction	machinery, replace- ment of old equip- ment, introduction
26	col.1	line 4	16	19

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COMMITTEE ON PUBLIC UNDERTAKINGS

(THIRD LOK SABHA)

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Shri A. L. Rai—*Deputy Secretary.*

*Appointed as Chairman w.e.f. 24-1-1966 vice Shri Panampilli Govinda Menon ceased to be a member of the Committee on his appointment as Minister.

**Elected w.e.f. 23-2-1966 in the vacancies caused by appointment of Shri P. Govinda Menon as Minister and resignation of Shri Harish Chandra Mathur.

INTRODUCTION

I, the Chairman, Committee on Public Undertakings, having been authorised by the Committee to submit the Report on their behalf, present this Nineteenth Report on the Trivandrum Rubber Works Ltd., Trivandrum.

2. On a suggestion from the Governor of Kerala, the Speaker directed on the 18th December 1965 that the Committee on Public Undertakings might examine the working of the State-owned Public Undertakings in Kerala. The Committee accordingly decided to examine the working of State Government Companies in Kerala in general and of the following seven in particular:—

- (1) Travancore Titanium Products Ltd., Trivandrum;
- (2) Travancore Cochin Chemicals Ltd., Udyogamandal;
- (3) The Plantation Corporation of Kerala Ltd., Kottayam;
- (4) The Trivandrum Rubber Works Ltd., Trivandrum;
- (5) Kerala Ceramics Ltd., Kundara;
- (6) Kerala Premo Pipe Factory Ltd., Trivandrum; and
- (7) Traco Cable Co. Ltd., Ernakulam.

3. This Report is based on the examination of the working of the Trivandrum Rubber Works Ltd., upto the year ending 31st March, 1965. The Committee took the evidence of the representatives of the Company and the State Government Officers concerned on the 4th February, 1966 at Trivandrum. The Report was adopted by the Committee on the 11th March, 1966.

4. The Committee wish to express their thanks to the officers of the Kerala State Government and the Trivandrum Rubber Works Ltd., for placing before them the material and information that they wanted in connection with their examination.

NEW DELHI;
17th March, 1966.

Phalguna 26, 1887 (S).

D. N. TIWARY,
Chairman,
Committee on Public Undertakings.

I

HISTORICAL BACKGROUND

In pursuance of the recommendations of an expert Committee of the Kerala State Industrial Development Corporation, the Trivandrum Rubber Works Ltd., was incorporated as a private limited company on 1st November, 1963 to take over the assets and liabilities of the erstwhile Travancore Rubber Works (started in 1935), Kerala Government Cycle Rim Factory (set up in 1959) and Kerala Cycles (set up in 1957). Of these three units, Travancore Rubber Works and Kerala Government Cycle Rim Factory were functioning as fully-owned commercial concerns till 23rd February, 1964 and Kerala Cycles as a departmental unit under the Industries Department. The new company took over the Rubber Works, Cycle Rim Factory and Kerala Cycles as going concerns on the 24th February, 1964 and is at present engaged in the manufacture of cycle tyres, cycle tubes, hoses, mattresses, cushions, etc., cycle rims and bicycles.

II

PRODUCTION

A. Rated Capacity *vis-a-vis* actual Production

2. The rated capacity of the company for the production of various items and actual production during each of the last 3 years are given below:—

Item	Rated capacity	Actual Production		
		1962-63	1963-64	1964-65
Cycle Tyres	275,000	101,909	199,858	267,460
Cycle Tubes	675,000	278,603	150,126	214,235
Cycle Rims	300,000 (1000 per day)	137,899	98,901	172,868
Cycles	N.A.	205	382	563

3. It is seen that while the production of tyres has steadily increased during the last 3 years, the production of cycle tubes and rims sharply declined in the year 1963-64 from the 1962-63 level but again rose during the year 1964-65. In the case of cycle tubes, the production in the year 1964-65 was, however, lower than that achieved in 1962-63.

4. As regards cycles, it was stated that an average of five cycles were assembled daily. Steps had been taken to step up production to eight cycles per day.

Reasons for short fall

5. The lower production of tyres and tubes during the last 3 years as compared to the rated capacity, was attributed to the fluctuations in the market. The present rate of production of cycle tubes was, however, stated to be 1500 per day or 4.5 lakhs per annum.

6. According to the Government of Kerala Audit Report (1965), the production of cycle tyres and tubes during the period 1st April, 1963 to 23rd February, 1964, was 2 lakhs and 1.5 lakhs against the estimated production of 3 lakhs and 4.5 lakhs respectively. The shortfall had been attributed to (a) short supply of high tension steel for bead wires and tube valves owing to import restrictions and non-availability of the material from indigenous sources; and (b) lay off owing to power cut for about 175 days in two spells during the period.

7. The company has stated that several of the important chemicals like accelerators, anti-oxidants, sulphur, etc. had to be imported and their supply entirely depended upon the grant of import licences. During 1963-64, even cycle tube valves were not produced in sufficient quantities in India; at the same time import licences were not granted.

8. The Committee have noticed that power cut is a problem common to almost all the Kerala Government Companies and they have dealt with this problem in another Report. They are not, however, convinced by the plea that non-availability of materials affected the production of Trivandrum Rubber Works. It might be that the company had not planned the procurement of raw materials in time, in the context of its scale of operation anticipated in the ensuing years, nor had it introduced modern methods of materials management. The Committee have been informed that, as far as possible, arrangements are being made to avoid future shortages of materials. The Committee recommend that urgent steps should be taken to introduce modern methods of materials management and to encourage the development of materials, required by the company, indigenously so as to avoid future shortages of materials required for continuous operations of the company.

Committee's Observations.

B. Manufacturing Programme

9. The Committee were informed that most of the goods were being produced as per orders received and the manufacturing programme of the company was scheduled accordingly, as rubber goods could not be manufactured and stored for long periods, with attendant risk of their deterioration.

Based on orders.

10. As to the reasons for not planning production on the basis of scientific analysis of labour productivity, machine capacity and market demand, it was stated during evidence, that with the available equipment in the Rubber Unit, whatever could be produced was being manufactured and sold, according to the demand, because scientific planning was not a common feature at the time of starting the factory. During the past few years, owing to the severe competition, it was necessary to get as much production as possible, in the lines in which the Unit could compete favourably, and it was not possible to plan production according to machine capacity, labour productivity, etc. Market survey was stated to be difficult in the rubber industry.

Reasons for absence of Planning.

11. In this connection, the Committee find that the expert Committee of K.S.I.D.C. which examined the work-

Observations of KSIDC.

ing *inter alia*, of the Rubber Works in 1961-62 observed as follows:—

“Production planning on the basis of scientific analysis of the labour productivity, machine capacity and market demand was not done in most of the factories, either due to lack of facilities or inadequacy of trained staff. The manufacture was based on the order book pattern and it was found that it did not provide for optimum work-load for all the available plant capacity or labour force. This naturally resulted in the un-economic running of some sections of the units leading to all round higher cost of production.”

Committee's
Observations.

12. Lack of advance planning and producing according to the orders received, have serious draw-backs. If the orders received exceed the plant capacity, it might become necessary to over-work the plant while it might remain idle when the orders are below capacity. Sometimes it may not even be possible to comply with the excessive orders. Such situations had actually arisen in the Rubber Works and Cycle Rim Units. The Committee regret to note that despite the fact that lack of proper advance planning in the matter of production was clearly pointed out by an expert Committee as far back as 1962, no remedial measures have been taken so far and the old unscientific procedure in this vital matter has been allowed to continue. It was expected of the management to study the methods, including the system of market surveys, followed by progressive manufacturers in the private sector in this regard and introduce modern methods of production planning with a view to improving the productivity and economy of the undertaking. That was not done. The Committee do not understand why the Administrative Department in the Government also did not take any follow-up action nor insisted on necessary improvements being introduced within a reasonable time after the submission of the above Report. The Committee recommend that the State Government should now ensure that a system of proper advance planning in the matter of production is introduced by the company without any delay.

C. Production of Unremunerative Items:

13. The Committee were informed that the present range of production was mainly dependent on the available machinery and only such additional items were produced as could be made with the existing machinery. However many items, which were not remunerative on account of severe competition, were being produced to keep up the volume of work and thereby help distribution of overheads. It has been stated that it would be necessary to stop the production of unremunerative items and switch over to others, which were more profitable, by

installing new machinery. But that could be done only after installation of necessary plant and machinery so that the redundant labour could be utilised.

14. In a written note furnished to the Committee it has been stated that the production of moulded goods like bushes, corks, chappal soles etc. by means of hydraulic press, was unremunerative. It was, however, difficult to estimate the annual loss on them. The manufacture of continuous lengths braided hoses and V-belts with modern machinery could be taken up profitably.

15. The Committee do not know if any conscious effort has been made to re-adjust the lines of production, particularly when the production of some items involved losses. In their view, the labour engaged in their manufacture could, by internal adjustment, be employed in the manufacture of cycle tyres, cycle, etc. whose production has considerably been enlarged during the last three years. The Committee suggest that a comprehensive study of the existing production pattern of the company might immediately be undertaken with reference to the machinery installed/to be added, the cost of production, sale price and profitability of each item and the production pattern changed by discontinuing the production of unremunerative items with a view to improving the working results of the company.

D. Rejections & Wastages

16. The Committee enquired the extent of goods manufactured by the Rubber Works, which might have been rejected as substandard products during each of the last 3 years. They regret to observe that this information was not supplied. It was, however, stated that in every manufacture there could be some rejections and some substandard products. Various factors like raw materials, processing conditions, human factors, all contributed to it. Efforts were being made to improve the quality of goods by recourse to technical literature, from manufacturers of chemicals and use of newer products that gave better results. Rejections.

17. As regards wastages, the Committee were informed that efforts were being made to minimise them by exercising greater supervision. The extent of wastage during each of the last three years was stated to be as follows:— Wastages.

	1962-63	1963-64	1964-65
<i>Unit—Rubber Works</i>	Percent	Percent	Percent
Cycle tyres	4.3	2.9	3.5
Cycl: tubes	6.8	8.1	6.9
<i>Cycle Rim Unit</i>			
Cycle Rims	8.31	9	6.2

18. The Committee were informed that it was not possible to indicate the permissible limits in respect of wastage in the manufacture of cycle tyres and tubes. During certain seasons in spite of the best efforts in getting the right quality of rubber, there would be grit in the rubber which would entail a larger percentage of waste in the case of cycle tubes. Similar was the case with certain other raw materials.

19. From the Second Report of the Kerala Legislature Public Accounts Committee (1963-64) the Committee, however, note that permissible minimum wastage in respect of cycle tyres and cycle tubes should be 2 and 5% respectively. Compared with that, the wastage in the Rubber Works is on the high side. The General Manager ascribed it to the use of old machinery.

20. In this connection, the K.S.I.D.C. Expert Committee had the following remarks to make:—

“The research, inspection and quality control sections of most of the units are under-developed. Except in some chemical processes, quality control methods and inspection procedure were non-existent.

The Kerala Government Ceramics had no product design, research or testing laboratory...The position in the Rubber factories was no better”.

Setting up of quality control section suggested.

21. During evidence, the Committee were informed that the company did not have a Unit, exclusively devoted to quality control. *The need for a well equipped and properly staffed research, inspection and quality control section in an industrial undertaking cannot be over-emphasised. It is all the more necessary in a company manufacturing a large variety of goods. Besides contributing towards improvement in the quality of products, it would help reduce rejections and wastages. The Committee recommend that a Research, Inspection and Quality Control Section should be organised in the Trivandrum Rubber Works and the rejections and wastages reduced to the minimum.*

E. Plant Lay-out

22. During their on-the-spot study, the Committee noted that buildings and plant lay-out in the Trivandrum Rubber Works were old-fashioned. It was explained that a larger portion of the machinery in the Rubber Works was purchased and installed in 1935. Some changes in the layout had since been made within the limits possible. Some further changes will be made at the time of installation of the proposed additional machinery. During evidence it was admitted that there was no proper planning in regard

to the layout of the various units and "it had been a random growth". The defect was sought to be remedied to the extent possible by the addition of new buildings and after that had been completed, the unit would be cohesive one and subject to better control than the present sprawling layout.

23. The importance of careful planning of industrial buildings and layout of machines to be installed therein needs no special emphasis. By proper planning, economy in land, buildings, and factory space as well as higher production can be ensured. Absence of proper layout on the other hand entails avoidable internal transport and handling, excessive employment of unproductive labour and ultimately higher cost of production. Detailed study suggested.

24. The Committee recommend that the layout of the factory might be subjected to a detailed study by an industrial engineer before installing additional machinery with a view to remedying the existing defects in the plant layout, as far as possible.

F. Maintenance

25. The Committee were informed that the company had a qualified engineer, a mechanical foreman and other qualified and trained personnel to attend to all maintenance work. But like most industries in Kerala, periodical maintenance of plant and machinery was done during the period of power cut and there was no regular schedule for it otherwise the cost of preventive and other maintenance would be higher.

26. A system of preventive maintenance with regular schedules should be introduced by the Rubber Works—a suggestion to which the General Manager had agreed. That would not only reduce the volume of maintenance but also the consumption of spares besides adding to the life of the machinery. The Committee trust that with the introduction of system of preventive maintenance, the efficiency of the plant would increase.

G. Machinery

27. The Committee were informed that almost all the machinery installed was put to use, except the following new items installed recently which were awaiting power connection for regular commissioning:— Installed but not commissioned.

Particulars	Value	Installed on
	Rs.	
(i) Heavy Duty Rubber Mixing Mill	97,803	1-8-1964
(ii) Three Roll Precision Calender	124,900	Sept., 1965
	222,703	

28. The above machinery was stated to have been ordered in 1959-60, received in 1961-62 but installed in 1964-65. The delay in its installation was attributed to stay order given by the aerodrome authorities, because of their expansion, and power difficulty. The mixing mill was stated to have been put into operation and used as alternative by switching over from existing connections due to lack of sufficient power allocation. It also transpired that the Roller Precision Calender would remain idle for another year.

**Committee's
Observations.**

29. *The Committee regret to observe the inordinate delay in installing and putting the above machines to use. The delay is all the more regrettable when it is viewed against the background that these machines were meant to replace the old and worn out machines in use for more than 25 years. The result has been that a sum of over Rs. 2.23 lakhs has been unnecessarily blocked and the production has continued to suffer with consequent loss to the company. The Committee recommend that the State Government should urgently look into the matter and provide necessary power connection so that these machines could be put to regular use without delay.*

H. Expansion

**Provision
in the
Third Plan.**

30. The Committee were informed that a total provision of Rs. 17 lakhs was made under the Third Five Year Plan for the expansion of the Rubber Works Unit. Out of this, only Rs. 6.22 lakhs was expended till December, 1965. As to the reasons for not fully implementing the expansion Scheme, it was stated that the scheme, submitted to the Government of India in January, 1963 which envisaged additional production of 12 lakh cycle tyres and cycle tubes each, was not approved by them till January, 1965, on account of a wrong interpretation about the capacity mentioned in the expansion licence. This resulted in difficulty in getting import license for the machinery required for the implementation of the scheme. Consequent to the objection raised by the aerodrome authorities, the construction programme was also held up for some years. However, after receipt of permission for the expansion of cycle tyres and cycle tubes production by 5 lakh each per annum, the execution of the scheme had not been delayed. The supply of the machinery would be effected during the current year. It was expected that the expansion programme would be fully implemented before the end of 1966-67.

31. The Committee were further informed that the company had also received a letter of intent for the expansion of cycle tyres and cycle tubes by 7.20 lakhs and 7.50 lakhs respectively and steps were being taken to get the necessary import licence for the machinery required.

32. Under the Fourth Five Year Plan, the Company had proposed further expansion as well as new schemes. Expansion of cycle tyres and cycle tubes production by 25 lakh each is envisaged under this scheme. Manufacture of new articles such as cycle mudguards, moped tyres and moped tubes, V-Belt and Braided hoses is also proposed to be taken up. The above proposals are estimated to cost Rs. 68 lakhs. Fourth Plan

33. It is a fact that the plant and machinery in the Rubber Works is worn out and needs immediate replacement. The processes used (e.g. in the manufacture of tyres) are also out-moded and modernisation is called for. One would expect the task of replacement of old machinery, expansion of the factory and manufacture of additional items to be taken up after a very careful examination of the proposals of the company in this regard, particularly when, as stated in paragraph 41, the company is facing severe competition from the private sector. It is however seen that while the earlier proposal to increase the production of tyres and tubes to 5 lakhs each has not been implemented, it is proposed to further enlarge it to 25 lakhs each by the end of the Fourth Plan. Thus it is proposed to increase the production of tyres and tubes from 2.67 and 2.14 lakhs respectively at present to 25 lakhs each by the end of the Fourth Plan—i.e., over 10 times increase is envisaged within a period of 5 years.

34. In the opinion of the Committee this sounds unrealistic and ill-planned. The Committee recommend that the above schemes might be examined in detail keeping in view the past performance of the company and a comprehensive realistic plan prepared for the rehabilitation of the units after installation of the machinery ordered to be ordered. When the expanded units have started functioning properly thereafter further expansion programme may be undertaken. The Committee recommend that the State Government should look into this matter carefully with a view to avoiding any wasteful expenditure which the piecemeal expansions are likely to entail.

III

INVENTORIES

A. Raw Materials

35. The Committee were informed that, in the Rubber Works, it was absolutely essential to get sulphur and zinc-oxide without which rubber products could not be manufactured. As regards the Rim Unit, nickel had to be imported as it was not being produced in India. Sufficient quantity of steel strips was also not being produced in India for the requirements of Rim manufacturers. *By properly planning the requirements of raw materials sufficiently in advance, it should be possible for the company to procure them in time.*

B. Storage Arrangements

36. The Committee were informed that the company had adequate storage arrangements. A case of deterioration, however, came to their notice where goods of the value of Rs. 35000 had to be sold by public auction @ Rs. 16000 thereby involving a loss of Rs. 19000. *The Committee suggest that necessary steps should be taken to avoid loss due to long storage of goods in future.*

C. Inventory Control

37. It was noted that there were certain irregularities in the maintenance of stock and an enquiry was being held against a Storekeeper and Asstt. Works Manager. The Committee were informed that the Cycle Unit was transferred from Pappanamcode, where it was run previously, to the premises of the Trivandrum Rubber Works in September, 1965. At that time the stock of items was checked and some discrepancies were noticed. It was found that there was no proper system for use of issue slips and prompt entry in stock register and the balances being struck. It was also suspected that there were some cases of actual shortage. The explanation of the Storekeeper was not found satisfactory and he was placed under suspension.

38. The question of the responsibilities of the Asstt. Works Manager for the alleged shortages and improper maintenance of store accounts was examined. His explanation was also called but was not found satisfactory. He was also placed under suspension and the case was under enquiry.

39. Asked whether a regular system of inventory control had been introduced in the Rubber Works, the Committee were informed that the Statistical Quality Control Unit had been requested to make a study and their report was being implemented. *The Committee expect that with the introduction of modern techniques of inventory control, the position of stores accounting would improve and the difficulties at present experienced by the company would be overcome.*

IV
MARKETING

A. Sales

40. The value of net sales of the Trivandrum Rubber Works during each of the least 3 years is given below:—

	1962-63	1963-64	1964-65
	Rs.	Rs.	Rs.
Unit-Rubber Works	2455,654	2729,796	3523,609
Unit-Cycle Rims	700,915	433,870	1072,058
Sub-unit Cycles	22,923	155,384

Methods for effecting Sales.

The company followed three different methods of effecting sales:

- (1) Rubber Goods Through Regional whole sale Distributors.
- (2) Cycle Rims Through Commission Agents.
- (3) Cycles Direct Sales.

41. There were now seven Regional Wholesale Distributors for sale of the products all over India. Large quantities of various rubber articles were also being supplied to the Director General of Supplies & Disposals, Defence Department, Railways and other Government Departments. But the advent of many new Rubber factories especially in South India, had brought keen competition in the market for rubber products. Moreover the company had to compete with giant enterprises like Dunlops.

42. As to the reasons for following three different methods for effecting sales, the Chairman of the company stated that that was due to historical reasons. The Board of Directors was considering whether they could follow one method for all the products. *The Committee desire that an early decision be taken in the matter. In doing so the Board of Directors would, no doubt, keep the present competition faced by the Company and the need for aggressive sales promotion in view.*

B. Rate of Commission

43. It came to the notice of the Committee that the Trivandrum Rubber Works was paying commission to the selling agents @ 25 per cent. They were informed that originally the goods were sold on the basis of net rates.

Later, to fall in line with the competitors' trade practice, the net prices were converted into list rates, so as to allow trade discount, though the net rates were kept unaltered. It was further stated that the distributors allowed a fair portion of the trade discount to wholesalers and bulk purchasers on sliding scale and the rate of commission on such list rates was not high. The other manufacturers were also stated to be allowing discounts ranging from 25 to 45 per cent on sheetings, hoses etc.

44. In this connection the Committee note that the Kerala Legislature Estimates Committee (1957-58) while commenting on this matter, had observed as follows:

"The rate of discount should be reduced. The commission allowed by the firms in the private sector is comparatively low".

45. *The Committee reiterate the above recommendation of the Kerala Legislature Estimates Committee and hope that the position would be reviewed by the Board of Directors of the Rubber Works at an early date.*

C. Exports

46. The company has been exporting cycle rims mainly to East Africa, Iran, Penang and Nigeria. The export sales during the year 1964-65 were 44000 numbers of rims as against 4,600 rims during the year 1963-64. It has been stated that exports to some other South East Asian and Middle East countries are under negotiation and the estimated export sale of cycle rims during the year 1965-66 is one lakh. Present position.

47. *The Committee are happy to note the steady increase in the export of cycle rims. They hope that the target fixed for the year 1965-66 would be achieved and the exports would progressively increase.*

V

FINANCE AND ACCOUNTS

A. Capital

48. The authorised capital of the company is Rs. 75,00,000. The present capital structure is as follows:—

Capital	Rs. 24,84,370
Capital loan from Government	Rs. 24,84,370

In this connection the auditors, in their audit report dated 7th August, 1965 observed:

“Even though the Indenture dated 6-4-1964 clearly stated that half the amount of the net value of assets transferred to the company shall be paid to the Government in the form of equity shares for like value, only Rs. 6,96,100 worth of shares were issued The Board of Directors resolution dated 25-3-1964 stated that the issued capital be fixed at Rs. 20 lakhs at present and as per the valuation report as on 24-2-1964, the capital to be subscribed by Government is Rs. 24,84,370 which is more than the issued capital . . . there is inordinate delay in executing the fresh indenture based on the valuation as 24-2-1964”.

49. In a written note furnished to the Committee it has been stated that the valuation of assets and liabilities as on 24-2-1964 (the date of take over by the new company) was accepted by Government on the 2nd March 1965. Rs. 696,100 worth of shares were issued and the balance of Rs. 17,88,270 worth of shares were to be issued for which Government orders had not yet been received.

50. *The Committee regret to note that it has taken about 2 years to finalise the matter. The State Government should look into the matter with a view to settling it without any further delay.*

B. Sunday Debtors

51. The sundry debtors of the company amounted to Rs. 14.62 lakhs on 31-3-1965 of which Rs. 3.42 lakhs were outstanding for a period exceeding 6 months. The Committee were informed that a major portion of Rs. 3.42 lakhs had since been realised except Rs. 1.72 lakhs due for sup-

plies made to Government Departments and Defence Department for which payments were usually received very late. The delay was ascribed to the various Government formalities to be observed before making final payment. As regards Defence Department, it was stated that the supplies were made to various Departments but the payment was received from one office. Hence the delay.

52. *The Committee suggest that the State Government might look into this matter and devise suitable measures, in consultation with the Accountant General, Kerala, to avoid delays in making payments to public sector undertakings for supplies made to the Government Departments.*

C. Cost Accounting

53. *The Committee were informed that cost accounts were not maintained for all the productive items (about 400 in number) since it would involve huge labour and require more staff whereby the cost might become heavy. But regular costing was done with regard to major items.* Not introduced.

54. In this connection, Audit has brought out in Government of Kerala Audit Report (1965) that there was no reliable cost data to enable a comparison being made of the selling price of the various items manufactured with their cost of production.

55. *The Committee cannot accept the reasons advanced for not introducing the system of cost accounting in the Rubber Works. Cost accounting is universally recognised as one of the most important tools of Management, in that it plays a positive and dynamic role in controlling costs. The need for introducing it in the Kerala State Government Companies was accepted by the representatives of the State Government. The Rubber Works should make a beginning in this direction.*

D. Working Results

56. The working of the company during the first year (1964-65) resulted in a net profit of Rs. 57,519.60 after providing for depreciation, interest for the loan portion of the capital, reserve for bonus etc. The profit and loss during the last 3 years, unit-wise, are given below:

(Rupees)

	1962-63	1963-64	1964-65
Rubber Works Unit (Travancore Rubber Works)	-105,793	-82,440.34	+29,075.38
Cycle Rim Unit (Kerala Govt. Cycle Rim Factory)	-80,756	-265,695	+53,272.07
Sub-Unit Cycles (Kerala Cycles)	-24,827.85

57. It is seen that the Rubber Works and Cycle Rim Units which had been incurring losses previously showed a small profit during the year 1964-65.

58. As regards the loss suffered by the sub-unit cycles, it was stated that it was not functioning properly at the Industrial Estate, Pappanamcode and was transferred to the premises of the company in September 1964. As such its regular production under the company started only in October, 1964. Hence the unit could not be run at a profit during 1964-65. But in view of the necessary reorganisation since effected in the working of the Unit, the Undertaking is hopeful that it could also be run at a profit in future.

59. In this connection the Committee note that the company auditors have observed as follows:—

“The record for double and triple shifts for each machinery has not been maintained and the depreciation for the extra shifts has not been provided for the tools etc. of cycle rim factory and cycle unit were revalued and the methods adopted should be uniform”.

60. Therefore, if due depreciation had been allowed the profitability of the above units would have been affected. On enquiring, the Committee were informed that depreciation on machinery used for double and treble shifts of Unit-Rubber Works amounted to Rs. 20,255 and Rs. 22,233 on machinery for double shift of the Unit-Rim factory. Even if the above amounts were charged, the two Units would have made a profit of Rs. 8,820 and Rs. 31,039 respectively.

61. The Committee note that the Rubber Works and the Cycle Rim Unit, which had been incurring heavy losses in the past turned in the corner during the year 1964-65. Compared to the investment of about Rs. 48 lakhs made therein, the total amount of profit earned (Rs. 39,859) was, however, very small. It is doubtful whether any rubber manufacturer in the private sector is making such a low profit. It has been stated that on completion of the expansion programme, now under implementation, a profit of Rs. 2 lakhs per annum is estimated. By exercising proper cost control, improving layout of machinery, replacement of old equipment, introduction of modern methods of inventory control and aggressive sales promotion policy, the working results of the Company could steadily improve.

62. The Committee recommend that, as the performance of the company improves, attention should be paid to the creation of adequate reserves.

VI

ORGANISATION

A. Board of Directors

63. A Board of Directors, consisting of 7 members **Composition** including two non-officials, is responsible for the management of the Trivandrum Rubber Works. Shri K. B. Warriar, I.A.S., has been appointed as Chairman of the Company. The general administration of the three units is, however, the responsibility of the General Manager.

64. The Committee noted that unlike other State Government companies (e.g. Plantation Corporation of Kerala, Premo Pipe Factory and Traco Cables) which had part-time Chairmen and full-time Managing Directors, the Rubber Works did not have a full-time Executive of the status of Managing Director. Its Chairman was also the Chairman of 4 other companies (Kerala Soaps and Oils, Travancore Plywood Industries, Kerala Ceramics and Trivandrum Spinning Mills). The Committee were informed during evidence that previously all these units were managed departmentally. On their conversion into joint stock companies, Government felt that some senior officer should look into questions of organisation, delegation of powers, etc. during the transition period of one or two years. As such a common Chairman for all of them was appointed. The policy of Government was to entrust each of these units to separate Boards of Directors with a Chairman and Managing Director and the position would be reviewed at the end of the transition period whether the existing pattern should continue for some more time or not. *Before taking a decision in the matter the State Government should make a comparative study of the merits and demerits of the set up in the various State Government Companies.*

B. Conditions of Service

65. The Committee noted that conditions of service of the staff employed in the Trivandrum Rubber Works had **Not laid down** not been formulated so far and the conditions of service which existed in the erstwhile Government concerns were being followed.

66. *This position is not satisfactory. The conditions of service of employees in industrial undertakings should be different from those in Government Departments. The Committee recommend that the State Government should ensure that the conditions of service rules are framed by*

all the defaulting Kerala State Government Companies within a specified period.

C. Strength of Staff

67. The present staff strength in the company was stated to be as follows:—

Staff	90
Workmen	315

68. The Committee were informed that the strength of staff was determined by absolute necessity and strict economy was observed in the recruitment of staff, as far as possible. No norms had, however, been laid down for the purpose.

69. *The Committee feel that in the absence of proper norms, the requirements for additional staff cannot be examined, nor can overstaffing be avoided. They suggest that norms for employment of staff in each Section/Unit be fixed without any further delay. The extra staff, if any, should be absorbed in the expansion programme.*

D. Technical/Non-technical staff

70. The Committee find that the ratio of technical and non-technical staff employed in the company is 21:64. *The number of non-technical staff appears to be on the high side. They suggest that as a result of the work-study referred to in paragraph 71, the ratio between the technical and non-technical staff be determined and the actual strength adjusted accordingly.*

E. Study of Wage Structure

71. Audit has pointed out that certain experts were engaged by the company in March, 1961 for studying the work-load and wage structure. The recommendations of the experts made in September, 1961 envisaged a saving of Rs. 4,863 per mensem on wages of labourers. The question of implementation of the report was referred to an arbitrator in September, 1963. The arbitrator held in February, 1964 that the report was incomplete and was impossible of implementation. The same experts were again engaged at a further expenditure of Rs. 4,355.

72. The company have informed that Messrs. Ibcons (P) Ltd. were engaged to study and give a report on wage structure. They covered only certain major sections according to the scheme that they had originally submitted. After submission of the report it was found that some further study in certain other sections and general issues like incentive bonus had to be gone into before the report

could be implemented. It was proposed that they might be engaged for a further period of 3 months to complete the study. This proposal was not immediately agreed to since the question of work-loads had to be agreed to between the management and the labour unions. Discussions were held with the labour Unions for the implementation of at least whatever was contained in the first report. But the Unions did not agree on certain points and it was therefore held over. Further demands for increased wages or at least interim increase necessitated discussions regarding the implementation of the Ibcons report and the question of engaging M/s. Ibcons for further study was left to the company. Accordingly Trivandrum Rubber Works Ltd. engaged M/s. Ibcons to complete the study and with this practically all the sections were covered. They had also proposed a scheme of incentive bonus to be super-imposed on pay scales proposed by them and also based on their work study. These reports were sent to the Labour Unions concerned. But they had not so far come up for further discussion or for implementation. *The Committee hope that the Labour Unions would co-operate with the management in the matter of fixation of work-loads.*

D. N. TIWARY,

Chairman,

NEW DELHI;
 17th March, 1966. *Committee on Public Undertakings.*
 Phalguna 26, 1887 (S).

APPENDIX

Summary of Conclusions/Recommendations contained in the Report

Sl. No.	Para No. of the Report	Conclusion/Recommendation
1	2	3
1	6-8	The lower production of tyres and tubes during the last 3 years, as compared to the rated capacity, was attributed to the (a) short supply of high tension steel for lead wires and tube valves owing to import restrictions and non-availability of the materials from indigenous sources; and (b) lay off owing to power cut for about 175 days in two spells during the period. The Committee have noticed that power cut is a problem common to almost all the Kerala Government Companies and they have dealt with this problem in another Report. They are not however, convinced by the plea that non-availability of materials affected the production of Trivandrum Rubber Works. It might be that the company had not planned the procurement of raw materials in time, in the context of its scale of operation anticipated in the ensuing years, nor had it introduced modern methods of materials management. The Committee have been informed that, as far as possible, arrangements are being made to avoid future shortages of materials. The Committee recommend that urgent steps should be taken to introduce modern methods of materials management and to encourage the development of materials, required by the company, indigenously so as to avoid future shortages of materials required for continuous operations of the company.
2	9-12	The Committee were informed that most of the goods were being produced as per orders received and the manufacturing programme of the company was scheduled accordingly. Lack of advance planning and producing according to the orders received, have serious draw-backs. If the orders received exceed the plant capacity,

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it might become necessary to over-work the plant while it might remain idle when the orders are below capacity. Sometimes it may not even be possible to comply with the excessive orders. Such situations had actually arisen in the Rubber Works and Cycle Rim Units. The Committee regret to note that despite the fact that lack of proper advance planning in the matter of production was clearly pointed out by an expert Committee as far back as 1962, no remedial measures have been taken so far and the old unscientific procedure in this vital matter has been allowed to continue. It was expected of the management to study the methods, including the system of market surveys, followed by progressive manufacturers in the private sector in this regard and introduce modern methods of production planning with a view to improving the productivity and economy of the undertaking. That was not done. The Committee do not understand why the Administrative Department in the Government also did not take any follow-up action nor insisted on necessary improvements being introduced within a reasonable time after the submission of the above Report. The Committee recommend that the State Government should now ensure that a system of proper advance planning in the matter of production is introduced by the company without any delay.

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14-15

It has been stated that the production of moulded goods like bushes, corks, chappal soles etc. by means of hydraulic press was unremunerative. It was however, difficult to estimate the annual loss on them. The Committee do not know if any conscious effort has been made to re-adjust the lines of production, particularly when the production of some items involved losses. In their view, the labour engaged in their manufacture could, by internal adjustment, be employed in the manufacture of cycle tyres, cycles, etc. whose production has considerably been enlarged during the last three years. The Committee suggest that a comprehensive study of the existing production pattern of the company might immediately be undertaken with reference to the machinery installed/to be added, the cost of production, sale price and profitability of each item and the production pattern

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changed by discontinuing the production of unremunerative items with a view to improving the working results of the company.

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The Committee were informed that the company did not have a Unit, exclusively devoted to quality control. The need for a well equipped and properly staffed research, inspection and quality control section in an industrial undertaking cannot be over-emphasised. It is all the more necessary in a company manufacturing a large variety of goods. Besides contributing towards improvement in the quality of products, it would help reduce rejections and wastages. The Committee recommend that a Research, Inspection and Quality Control Section should be organised in the Trivandrum Rubber Works and the rejections and wastages reduced to the minimum.

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22-24

The Committee noted that buildings and plant layout in the Trivandrum Rubber Works were old-fashioned. The importance of careful planning of industrial buildings and layout of machines to be installed therein needs no special emphasis. By proper planning, economy in land, buildings, and factory space as well as higher production can be ensured. Absence of proper layout on the other hand entails avoidable internal transport and handling, excessive employment of unproductive labour and ultimately higher cost of production. The Committee recommend that the layout of the factory might be subjected to a detailed study by an industrial engineer before installing additional machinery with a view to remedying the existing defects in the plant layout, as far as possible.

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A system of preventive maintenance with regular schedules should be introduced by the Rubber Works—a suggestion to which the General Manager had agreed. That would not only reduce the volume of maintenance but also the consumption of spares besides adding to the life of the machinery. The Committee trust that with the introduction of system of preventive maintenance, the efficiency of the plant would increase.

27-29

Machinery of the value of Rs. 2.23 lakhs was stated to have been ordered in 1959-60, received in 1961-62 but installed in 1964-65. The delay

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in its installation was attributed to stay order given by the aerodrome authorities, because of their expansion and power difficulty. The Committee regret to observe the inordinate delay in installing and putting the above machines to use. The delay is all the more regrettable when it is viewed against the background that these machines were meant to replace the old and worn out machines in use for more than 25 years. The result has been that a sum of over Rs. 2.23 lakhs has been unnecessarily blocked and the production has continued to suffer with consequent loss to the company. The Committee recommend that the State Government should urgently look into the matter and provide necessary power connection so that these machines could be put to regular use without delay.

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33-34

It is a fact that the plant and machinery in the Rubber Works is worn out and needs immediate replacement. The processes used (*e.g.*, in the manufacture of tyres) are also out-moded and modernisation is called for. One would expect the task of replacement of old machinery, expansion of the factory and manufacture of additional items to be taken up after a very careful examination of the proposals of the company in this regard, particularly when, as stated in para 41, the company is facing severe competition from the private sector. It is however seen that while the earlier proposal to increase the production of tyres and tubes to 5 lakhs each has not been implemented, it is proposed to further enlarge it to 25 lakhs each by the end of the Fourth Plan. Thus it is proposed to increase the production of tyres and tubes from 2.67 and 2.14 lakhs respectively at present to 25 lakhs each by the end of the Fourth Plan—*i.e.*, over 10 times increase is envisaged within a period of 5 years.

In the opinion of the Committee this sounds unrealistic and ill-planned. The Committee recommend that the above schemes might be examined in detail keeping in view the past performance of the company and a comprehensive realistic plan prepared for the rehabilitation of the units after installation of the machinery ordered/to be ordered. When the expanded units have started functioning properly thereafter further expansion programme may be

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undertaken. The Committee recommend that the State Government should look into this matter carefully with a view to avoiding any wasteful expenditure which the piecemeal expansions are likely to entail.

9 35 By properly planning the requirements of raw materials sufficiently in advance it should be possible for the company to procure them in time.

10 36 The Committee were informed that the company had adequate storage arrangements. A case of deterioration, however, came to their notice where goods of the value of Rs. 35,000 had to be sold by public auction at Rs. 16000 thereby involving a loss of Rs. 19,000. The Committee suggest that necessary steps should be taken to avoid loss due to long storage of goods in future.

11 39 The Committee were informed that the Statistical Quality Control Unit had been requested to make a study of the system of Inventory Control and their report was being implemented. The Committee expect that with the introduction of modern techniques of inventory control, the position of stores accounting would improve and the difficulties at present experienced by the company would be overcome.

12 40-42 The Company followed three different methods of effecting sales. As to the reasons the Chairman of the company stated that these were historical. The Board of Directors was considering whether they could follow one method for all the products. The Committee desire that an early decision be taken in the matter. In doing so the Board of Directors would, no doubt, keep the present competition faced by the Company and the need for aggressive sales promotion in view.

13 43-45 The Committee note that the Kerala Legislature Estimates Committee had recommended that the rate of discount allowed by the Trivandrum Rubber Works should be reduced. The Committee reiterate the above recommendation and hope that the position would be reviewed by the Board of Directors of the Rubber Works at an early date.

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14	47	The Committee are happy to note the steady increase in the export of cycle rims. They hope that the target fixed for the year 1965-66 (one lakh rims) would be achieved and the exports would progressively increase.
15	48-50 r	The Committee regret to note that it has taken about 2 years to execute the indenture based on the valuation of assets and liabilities as on 24-2-1964. The State Government should look into the matter with a view to settling it without any further delay.
16	51-52	The Committee were informed that a major portion of Rs. 3.42 lakhs had since been realised except Rs. 1.72 lakhs due for supplies made to Govt. Departments and Defence Department for which payments were usually received late. The Committee suggest that the State Government might look into this matter and devise suitable measures, in consultation with the Accountant General, Kerala, to avoid delays in making payments to public sector undertakings for supplies made to the Government Departments.
17	53-55	The Committee cannot accept the reasons advanced for not introducing the system of cost accounting in the Rubber Works. Cost accounting is universally recognised as one of the most important tools of Management, in that it plays a positive and dynamic role in controlling costs. The need for introducing it in the Kerala State Government Companies was accepted by the representatives of the State Government. The Rubber Works should make a beginning in this direction.
18	61	The Committee note that the Rubber Works and the Cycle Rim Unit, which had been incurring heavy losses in the past turned the corner during the year 1964-65. Compared to the investment of about Rs. 48 lakhs made therein, the total amount of profit earned (Rs. 39,859) was, however, very small. It is doubtful whether any rubber manufacturer in the private sector is making such a low profit. It has been stated that on completion of the expansion programme, now under implementation, a profit of Rs. 2 lakhs per annum is estimated. By exercising proper cost control, improving layout of machinery replacement of old equipment introduction

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of modern methods of inventory control and aggressive sales promotion policy, the working results of the Company could steadily improve.

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The Committee recommend that, as the performance of the company improves, attention should be paid to the creation of adequate reserves.

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The Committee noted that unlike other State Government companies (e.g. Plantation Corporation of Kerala, Premo Pipe Factory and Traco Cables) which had part-time Chairmen and full-time Managing Directors, the Rubber Works did not have a full-time Executive of the status of Managing Director. Its Chairman was also the Chairman of 4 other companies (Kerala Soaps and Oils, Travancore Plywood Industries, Kerala Ceramics and Trivandrum Spinning Mills). The Committee were informed during evidence that previously all these units were managed departmentally. On their conversion into joint stock companies, Government felt that some senior officer should look into questions of organisation, delegation of powers, etc. during the transition period of one or two years. As such a common Chairman for all of them was appointed. The policy of Government was to entrust each of these units to separate Boards of Directors with a Chairman and Managing Director and the position would be reviewed at the end of the transition period whether the existing pattern should continue for some more time or not. Before taking a decision in the matter the State Government should make a comparative study of the merits and demerits of the set up in the various State Government Companies.

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65-66

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This position is not satisfactory. The conditions of service of employees in industrial undertakings should be different from those in Government Departments. The Committee recommend that the State Government should ensure that the conditions of service rules are framed by all the defaulting Kerala State Government Companies within a specified period.

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68-69

The Committee were informed that the strength of staff was determined by absolute necessity and strict economy was observed in the recruitment of staff, as far as possible. No norms had, however, been laid down for the purpose. The Committee feel that in the absence of proper norms, the requirements for additional staff cannot be examined, nor can over-staffing be avoided. They suggest that norms for employment of staff in each Section/Unit be fixed without any further delay. The extra staff, if any, should be absorbed in the expansion programme.

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The Committee find that the ratio of technical and non-technical staff employed in the company is 21 : 64. The number of non-technical staff appears to be on the high side. They suggest that as a result of the work study referred to in para 71, the ratio between the technical and non-technical staff be determined and the actual strength adjusted accordingly.

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The company have informed that Messrs. Ibcons (P) Ltd. were engaged to study and give a report on wage structure. They covered only certain major sections according to the scheme that they had originally submitted. After submission of the report it was found that some further study in certain other sections and general issues like incentive bonus had to be gone into before the report could be implemented. It was proposed that they might be engaged for a further period of 3 months to complete the study. Accordingly Trivandrum Rubber Works Ltd. engaged M/s. Ibcons to complete the study and with this practically all the sections were covered. They had also proposed a scheme of incentive bonus to be super-imposed on pay scales proposed by them and also based on their work study. These reports were sent to the Labour Unions concerned. But they had not so far come up for further discussion or for implementation. The Committee hope that the Labour Unions would co-operate with the management in the matter of fixation of work loads.

Sl. No.	Name of Agent	Agency No.	Sl. No.	Name of Agent	Agency No.
24.	The Central News Agency, 23/90, Connaught Place, New Delhi	15	31.	The United Book Agency, 48, Amrit Kaur Market, Paharganj, New Delhi	88
25.	The English Book Store, 7-L, Connaught Circus, New Delhi	20	32.	Hind Book House, 82, Janpath, New Delhi	95
26.	Lakshmi Book Store, 42, Municipal Market, Janpath, New Delhi	23	33.	Bookwell, 4, Sant Naran- kari Colony, Kingsway Camp, Delhi-9	96
27.	Bahree Brothers, 188, Lajpatral Market, Delhi-6	27	MANIPUR		
28.	Jayana Book Depot, Chhap- parwala Kuan, Karol Bagh, New Delhi	66	34.	Shri N. Chasoba Singh, News Agent, Ramlal Paul High School Annexe, Imphal	77
29.	Oxford Book & Stationery Company, Scindia House, Connaught Place, New Delhi	68	AGENTS IN FOREIGN COUNTRIES		
30.	People's Publishing House, Rani Jhansi Road, New Delhi	76	35.	The Secretary, Establish- ment Department, The High Commission of India, India House, Aldwych, LONDON, W.C. 2.	