

ESTIMATES COMMITTEE
(1968-69)

(FOURTH LOK SABHA)

EIGHTY-THIRD REPORT

**MINISTRY OF HEALTH AND FAMILY PLANNING
AND WORKS, HOUSING AND URBAN DEVELOP-
MENT (DEPARTMENT OF WORKS, HOUSING
AND URBAN DEVELOPMENT)**

DEPARTMENT OF PRINTING AND STATIONERY
(Printing Wing)



LOK SABHA SECRETARIAT
NEW DELHI

April, 1969/Chaitra, 1891 (Saha)

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ESTIMATES COMMITTEE

(1968-69)

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Shri K. D. Chatterjee—*Under Secretary.*

INTRODUCTION

I, the Chairman, Estimates Committee, having been authorised by the Committee to submit the Report on their behalf, present this Eighty-third Report on the Ministry of Health and Family Planning and Works, Housing and Urban Development (Department of Works, Housing and Urban Development)—Department of Printing and Stationery (Printing Wing).

2. The Committee took evidence of the representatives of the erstwhile Ministry of Works, Housing and Supply (Department of Works and Housing) on the 14th October, 1968. The Committee wish to express their thanks to the Secretary of the erstwhile Department of Works and Housing and other officers of the Department for placing before them material and information they wanted in connection with the examination of the estimates.

3. The Report was considered and adopted by the Committee on the 11th April, 1969.

4. A summary of conclusions/recommendations contained in the Report is appended (Appendix VI).

5. A statement showing the analysis of recommendations contained in the Report is also appended to the Report (Appendix VII).

NEW DELHI;

April 14, 1969.

Chaitra 24, 1891 (Saka).

P. VENKATASUBBAIAH,

Chairman,

Estimates Committee.

CHAPTER I INTRODUCTORY

(i) Historical background

1.1. The Printing and Stationery Department has a history extending over a period of a hundred years. The first Government of India press was set up in 1863 at Calcutta. In 1947, there were six Government of India presses as detailed below:

Government of India Press, Hastings Street, Calcutta

1.2. In October 1863, the Military Orphan Press was taken over by Government and was placed in charge of Superintendent, Government Printing, India, for printing of administration reports, codes and miscellaneous work, and in addition, the printing of the army list and military forms, formerly done at the Military Orphan Press, was also transferred to this Central press. The Printing Offices attached to the Finance Department and the Comptroller General's office were abolished and the work was transferred to the Central press. In 1884, the Foreign Department Press was abolished (except for a small section) and the work was transferred to the Central press. In 1885, the presses of the Home and Public Works Departments were amalgamated with the Central press. On completion of the Secretariat building, the press was shifted to 8, Hastings Street, Calcutta. After the transfer of the capital in 1912, a branch of the Central press was opened in Delhi, which became an independent press in 1923.

Government of India Press, Simla

1.3. The old Government Central Branch Press, Simla was established in 1872. The Adjutant General's press was amalgamated with the Government of India Press in 1885. The present Government of India Press, Simla is the result of amalgamation, in March 1924, of the Government Central Branch Press and the old Government Monotype Press set up in 1904.

Government of India Press, Rashtrapati Bhavan, New Delhi.

1.4. Set up as the press of the Private Secretary to the Viceroy in 1872, it was primarily meant for the printing of private and personal correspondence of the Viceroy and also of the work of the Viceregal household. The press came under the administrative control of the Ministry of Works, Mines and Power on August 23,

1947. At present, it is engaged mainly with the work received from the various offices of the President's Estate and the Prime Minister's Secretariat.

Government of India Press, Aligarh

1.5. Set up in 1879 as the Government of India Forms Press, Aligarh, under the control of the Posts and Telegraphs Department, the press was responsible for storage and distribution of forms. In 1924, the administrative control of the press passed from the Directorate General of Posts and Telegraphs (DGP&T) to the Printing and Stationery Department. The DGP&T took over the control of storage and distribution of P&T forms with effect from March 16, 1955, which is now functioning under a separate Superintendent of P&T Forms & Seals. With effect from this date, the charge of the Postal Seals Office so long under the control of the Manager, Government of India Press, Aligarh, also vested with the Superintendent of P&T Forms & Seals.

Government of India Press, New Delhi

1.6. In 1912, with the transfer of the capital from Calcutta to Delhi, a portion of the Central Government Press at Calcutta was moved to Delhi with some of the Central Secretariat Departments. In 1923, following the general reorganization of the Government presses, the Delhi press was separated from its headquarters office at Calcutta and was made an independent press. In 1931, it was transferred to New Delhi in the newly constructed building at Minto Road.

Government of India Press, Temple Street, Calcutta

1.7. Set up in 1924 as the Government of India Forms Press, this press was entrusted with the job of printing the large number of standard forms of the Government of India after the termination of a contract with a private firm and the creation at the time of the Central Forms Store for storage and distribution of forms. The press continued functioning on a temporary basis until March 1929, when it was placed on a permanent footing. It is now housed in a three-storeyed building at Temple Street, Calcutta.

(ii) *Expansion during post-independence period*

1.8. The above named six presses were wholly engaged in production of administrative reports and manuals and forms required by the Government of India. In the post-independence period, with the launching of development plans, expansion of governmental activities in the social and cultural fields, development of tourism and

country's increased participation in international affairs, the gap between Government's printing needs and the capacity available in the Government of India presses widened.

1.9. An Expert Committee was then appointed by Government, in 1949 to survey the printing needs of Government in relation to the capacity available in the Government of India presses and to suggest future development programmes. The Committee made a number of recommendations. They came to the conclusion that it was advisable for Government to have its own presses located and distributed on a zonal basis. The Committee were also of the view that it was necessary in the larger interest of economy that the printing of the Government should be centralised and controlled by a single department.

1.10. Beginning with the First Five Year Plan, with the expansion of the presses already existing, the following well-equipped government presses came into being:

Government of India Press, Nilokheri

1.11. Set up towards the end of 1948 in the rehabilitation colony of Nilokheri in Haryana, the press was organized by the Ministry of Rehabilitation for giving training to displaced persons. The press was taken over by the Printing and Stationery Department in February 1954 from the Community Project Administration and was expanded with aid received under the U.S. Technical Cooperation Programme for community development activity. Its expansion programme is still continuing.

Government of India Press, Nasik

1.12. Set up in 1951, the press was shifted to the main press building in 1965. Later on, the building for the forms press wing as also the air-conditioning of the photo-litho wing was completed. The location and the layout of the factory, office buildings and residential colony in one self-contained campus have all been ideally planned for this press.

Government of India Press, Faridabad (Haryana)

1.13. The press was started in 1956 as a very small unit to cope with the increasing demand of the Publications Division of the Ministry of Information and Broadcasting. Since then it has been expanded considerably and has been equipped with process department, latest type of machinery and ebonoid plant for preparation of plastic plates for production of prestige publications and publicity work of high quality. Earlier in 1952, another press, the

United Press had been taken over by the Ministry of Works, Housing and Supply from the Ministry of Information and Broadcasting. With effect from March 1, 1959 the United Press was amalgamated with the Government of India Press, Faridabad.

Government of India Press, Gangtok

1.14. A small press was set up at Gangtok in 1960 to meet the printing requirements of the Information Services of India in Gangtok and Kalimpong under the Political Officer, Sikkim.

Government of India Press, Coimbatore

1.15. This press was programmed during the Second Five Year Plan to meet the printing needs of indentors in the southern region. It commenced production in 1964.

Government of India Press, Koratty (Kerala)

1.16. This press has been planned as a forms press to meet the requirements of indentors in the southern region. It went into partial production in October, 1966. Supply of fast running rotaries is awaited to put the press into full production.

Government of India Press, Santragachi

1.17. The building occupied by the Government of India Press, Hastings Street, Calcutta was considered as unfit for continued use for factory purposes by the Central Public Works Department and removal of heavy machinery from the first and second floors of the building was urged by them in 1956. For setting up a self-contained unit for envelope-making and manufacture of D.O. stationery a number of machines relating to this work was shifted from the Hastings Street press to the erstwhile DGMP Depot buildings at Santragachi which were at that time available. In addition to this, a number of lino machines and printing machines relating to the printing of patent specifications and similar jobs were also transferred to Santragachi. With this equipment, a branch unit of the Government of India Press, Hastings Street, Calcutta, started functioning at Santragachi in 1958-59. Subsequently, all new machinery purchased for the Government of India Press, Hastings Street, Calcutta by way of addition and/or replacement were of AC specifications and were installed at Santragachi as a transitional move for ultimate transfer of this press to Santragachi.

1.18. In 1958, as accommodation at Temple Street press for setting up 12 rotaries was not ready when the machines arrived, these were installed at Santragachi. In 1961 a decision was taken that the 12 rotaries installed at Santragachi should be retained and run there. The following two units thus started functioning at Santragachi:

- (i) A branch of the Government of India Press, Hastings

Street, Calcutta, mainly concerned with the printing of patent specifications and the manufacture of D.O. and other stationery including envelopes; and

- (ii) A rotary unit as a branch of the Government of India Press, Temple Street, Calcutta.

With effect from April 1, 1963 these two units were amalgamated and were placed under the charge of a Manager as an independent unit. *Government of India Press, Ring Road, New Delhi*

1.19. The foundation stone of this press, which is the fourteenth in the chain of government presses in the country, was laid in December, 1954. With the building nearing completion and arrival of most of the printing and binding machines, the press is now scheduled to start functioning before the end of 1968-69.

Resiting of the Government of India Press, Hastings Street, Calcutta at Santragachi

1.20. The work on this project was started in 1963 and it is likely to be completed by July 1969, when the Hastings Street press will be shifted to its new building at Santragachi.

Text Book Presses at Mysore, Chandigarh and Bhubaneswar

1.21. As a part of the scheme to provide text books under the compulsory primary education scheme, these three presses are being established with machinery gifted by the Federal Republic of Germany for printing school books and other educational literature in regional languages. These presses are a Plan project of the Ministry of Education and will be under the administrative control of the Chief Controller of Printing and Stationery in accordance with the principle of centralised printing in the printing and stationery organization.

Government of India Forms Store, Calcutta

1.22. This organization is also under the charge of the Manager, Government of India Press, Temple Street, Calcutta, assisted by a non-technical Assistant Manager. This forms store is engaged in the stocking and distribution of civil and military forms.

Outside Printing Organization, Calcutta

1.23. This is a small organization under the charge of an Assistant Controller and is engaged mainly on the farming out of P. & T. forms under triennial contracts and overflow of work in Calcutta.

(iii) Organizational Set-up

1.24. The Printing and Stationery Department has been under the administrative control of different Ministries at different times. At present, it is under the control of the Ministry of Health and Family Planning and Works Housing and Urban Development.

1.25. The headquarters office of the Printing and Stationery Department is an integrated office and there is no separate printing wing. The Printing and Stationery Department was placed under the charge of a Chief Controller of Printing and Stationery towards the end of 1955. From 1963 his post has been upgraded to the level of the post of a Joint Secretary to Government of India. The responsibility for supply of stationery stores is vested with the Government of India Stationery Office, Calcutta under the charge of a Controller of Stationery. The Chief Controller of Printing and Stationery is assisted on all technical matters relating to printing by the Controller of Printing and a Project Officer (in charge of projects for setting up of new presses). In addition, the headquarters office is constituted with two Deputy Controllers under the Controller of Printing. In administrative matters and in matters of labour-management relations in the Government of India presses and other non-industrial organizations under the control of the Department, the Chief Controller is assisted by the Controller of Administration and 3 Deputy Controllers (Administration).*

1.26. The Department has on the printing side, 14 Government of India Presses, an Outside Printing Organization, and a Forms Store.

1.27. There are 10,364 industrial and 1872 non-industrial employees in the Government of India presses as on 31st March, 1968.

(iv) Functions

1.28. The Printing and Stationery Department functioning as service organization attending to the printing requirements of both the Houses of Parliament, various Ministries and Departments of the Government of India and the Union Territory Administrations. It undertakes the printing of the official gazette, Acts, reports, codes, budget papers and other secret work etc. The Department is also responsible for arranging the printing and distribution of all kinds of publications and forms required by Defence, Posts and Telegraphs and Civil Departments, etc.

*At the time of factual verification, the Ministry have stated as under:

"The Printing Wing of the Headquarters Office on the technical side now consists of:—

- (i) Controller of Printing—Two
- (ii) Project Officer (Printing)—One
- (iii) Manager Grade I—One

(This post has been created in the Project Cell to accelerate the setting up of the three text book presses at Mysore, Bhubaneshwar and Chandigarh.)

- (iv) Deputy Controller (Printing)—Four."

1.29. Requisitions for printing from different Ministries and Departments of the Government of India are generally received in the office of the Chief Controller of Printing and Stationery and are allocated to the different presses by the Controller of Printing/Deputy Controller of Printing. Jobs, for which special authorisation has been given, however, go directly to the presses.

1.30. The Government of India presses have been set up keeping in view the broad classification of work. For instance, the Government of India Press at New Delhi has been specially designed for printing of some parts of the official gazette, Parliament work, budget papers and top-secret work of the Government of India, while the Government of India Press at Aligarh is mostly engaged in printing of P. & T. forms.

1.31. Where jobs cannot be executed through the Government of India presses either for want of equipment or for want of capacity, they are farmed out to private presses. In certain cases, the Departments are given powers to farm out work themselves and are given advice regarding drawing up of specifications, forms of quotations, etc. The rates obtained by them are scrutinised and approved by the Printing and Stationery Department who are also responsible for checking and countersigning bills for such jobs.

1.32. This department also renders technical advice to various Ministries as also the State Governments in matters relating to procurement and setting up of machinery and equipment for printing presses. Technical officers of this department are associated with the various committees of the Indian Standards Institution, the Chief Controller of Imports and Exports, the Ministry of Commerce for import of printing machines, the Ministry of Education on technical education and text book printing, the Ministry of Labour and Employment for training schemes and the Ministry of Industrial Development and Company Affairs on development of printing machinery etc.

1.83. While pricing, stocking distribution and sale of official publications are made through the Manager of Publications, Delhi, standard civil and military forms are printed and stocked by the Manager, Government of India Forms Stores and Press, Calcutta and distributed to various indentors all over the country on receipt of their tenders.

1.34. All printing work of the Government of India is centralised in the Printing and Stationery Department and printing at private presses by the departments themselves is prohibited except with the prior approval of the Chief Controller of Printing and Stationery. The object of centralisation is to ensure economical production and to give the government departments an efficient technical service.

CHAPTER II

METHOD OF EXECUTION

(i) Control and Supervision

2.1. The volume of government printing has shown a very steep rise after Independence due to the expanding activities in all fields, particularly developmental, educational and social. Before Independence, the Department was almost exclusively responsible for the formulation of policy and regulation of government printing. With several departments having set up their organisation for planning their printing requirements, this exclusive character of the Printing and Stationery Department in matters of government printing has undergone a change and has resulted in considerable reduction of control of this department on matters of Government's printing work.

Printing Indentors

2.2. The Committee have been informed by the Ministry in a written note that the Printing and Stationery Department are attending to three kinds of indentors for stationery, forms and printing, viz. non-paying indentors, paying indentors (by book-debit) and cash-paying indentors.

2.3. Most of the civil departments are non-paying indentors. They do not provide funds in their own budget for stationery and printing, this being provided for by the Printing and Stationery Department. For local purchase of stationary and for private printing of small value, budget provision under "contingencies" is, however, made by the indenting departments in their own budget.

2.4. Requisitions for all printing work are placed by the indentors on the Chief Controller of Printing and Stationery who is to decide whether these should be printed through one of the Government of India Presses or are to be farmed out to private Presses, depending on the type of work involved, the load obtaining at the time at the Government of India presses—the object being to get the jobs executed within the time scheduled laid down by the indenting departments.

Volume of Government printing

2.5. The Committee have been that in 1947-48 the Government of India presses produced 2.80 lakh pages and consumed 3,610

British tons of paper. The volume of work done by these presses during the three years ending 1967-68 has been the following:—

Year	No. of pages	Sheet	Paper
		impressions	consumed
		lakh	crores
			Metric tonnes
1965-66	14.66	77.08	14,666
1966-67	13.69	75.91	14,314
1967-68	13.82	81.37	(not available so far)

2.6. In a note the Ministry have informed the Committee that it has not been possible for them to furnish any indication about the anticipated load for the year 1968-69, as no such forecast have been received by them from indentors.

2.7. In terms of expenditure, the following figures have been furnished by the Ministry to indicate the volume of work done during the three years ending 1965-66, which included the cost of paper, direct payment to workers and all types of overhead charges:

1963-64	Rs. 5.64 crores
1964-65	Rs. 6.48 crores
1965-66	Rs. 6.53 crores

As the audited figures in respect of 1966-67 for the presses have not been received so far, it has not been possible for the Ministry to furnish the figures pertaining to that year.

2.8. According to an analysis carried out by the Ministry, 20 per cent of the above figures represents the value of printing work done for the defence services while 30 to 35 per cent represents the value of work done for the P. & T. Department—they being the largest single indentors.

2.9. The Committee have been furnished with the following data indicating the expenditure and the value of work done in the Government of India presses during the period 1960-61 to 1964-65:—

Year	Expenditure	Value of work done (including cost of paper etc.)
	Rs.	Rs.
1960-61	1,98,25,896	4,00,23,435
1961-62	2,06,88,802	4,35,08,820
1962-63	2,21,95,602	4,97,56,685
1953-64	2,50,44,638	5,63,89,968
1964-65	3,04,93,786	6,47,62,590

2.10. Explaining the method of calculation of the value of work done by the Government of India presses, it has been stated by the Ministry in a written note that the Government of India presses work on no-profit no-loss basis and as such the value of work done by each press as shown in the above statement represents more or less the expenditure incurred for the purpose including cost of paper, binding materials etc. which are not exhibited as expenditure by each press.

2.11. The increase in the value of work done during 1964-65 as compared with the previous years has been due to increase in the value of work in all presses (with the exception of the Government of India presses at Simla and Gangtok) brought about through more input, better outturn and gradual expansion of certain Government of India presses to meet the increased demand for printing. Comparative fall in value of work done in the presses at Simla and Gangtok during this year was due to less expenditure on account of freight etc., in the case of the press at Simla and less supplies of paper in the press at Gangtok.

2.12. A statement showing the value of work done by the Government of India presses for various non-paying and paying departments/offices of the Government of India, Budget head-wise, and cash-paying bodies during 1964-65 as compared with the previous year, as furnished by the Ministry is reproduced below. The cost

of paper, binding materials and freight charges, etc. have also been included in the figures to indicate the actual cost of work done for those departments/offices/other bodies.

Broad head of Account	1963-64	1964-65
(1)	(2)	(3)
	Rs.	Rs.
(a) FREE PRINTING		
1. Customs	1,82,001	1,99,942
2. Union Excise Duties	3,09,427	2,03,998
4. Taxes on Income other than Corporation Tax	16,03,950	25,28,935
5. Estate Duty	2,891	4,483
6. Taxes on wealth	4,552	9,561
9. Land Revenue	39	45
10. Taxes on Vehicles	579	1,096
12. Sales Tax	23,741	72,069
13. Other Taxes and Duties	1,11,550	3,58,333
15. Registration Fees	113	--
18. Parliament and State Legislatures	7,55,536	9,08,791
19. General Administration	72,25,213	70,98,366
20. Audit	24,63,010	22,97,439
21. Administration of Justice	79,042	1,44,247
22. Jails	5,900	13,760
23. Police	1,75,378	3,60,824
24. External Affairs	6,34,382	5,59,444
25. Supplies and Disposals	4,36,832	2,64,645
26. Miscellaneous Departments	23,20,025	3,66,944
27. Scientific Departments	5,37,690	7,94,523
28. Education	5,12,444	5,38,924
29. Medical	4,13,879	4,94,574
30. Public Health	2,30,630	5,19,077
31. Agriculture	3,20,676	4,62,840
32. Rural Development	8,837	402
33. Animal Husbandry	411	7,998
34. Co-operation	3,278	17,719
35. Industries	2,24,331	3,12,100
36. Broadcasting	11,73,435	12,03,341
37. Community Development Projects	53,941	78,296

(1)	(2)	(3)
	Rs.	Rs.
38. Labour and Employment	36,505	1,52,745
39. Miscellaneous Social Service Organisation	5,37,831	5,69,260
40. Capital outlay on Industrial Development	48	..
42. Multipurpose River Scheme . . . . .	..	1,390
43. Irrigation, Navigation	1,48,220	1,50,233
50. Public Works	8,37,640	19,22,224
53. Ports and Pilotage	12,440	16,102
54. Mercantile Marine	12,349	9,298
55. Light houses and Lightships	725	..
56. Aviation	1,23,184	96,989
57. Road & Water Transport Schemes	144,654	31,938
62. Currency and Coinage	14,013	144,686
63. Mint.	35,248	179,098
68. Stationery & Printing	20,52,722	27,64,367
69. Opium	20,989	17,437
70. Forest	14,403	15,191
71. Miscellaneous	7,86,151	30,44,221
74. Grants-in-aid to State Govts. . . . .	..	15,207
79. Defence Services	166,518	1,01,396
108. Capital Outlay on Dandakaranya, Development Scheme	14,353	2,335
110. Capital Outlay on Ports . . . . .	..	779
TOTAL—(a)	2,44,61,705	2,88,47,432

(b) PRINTING ON BOOK DEBIT :

4. Taxes on Income other than Corporation Tax	751	7,995
15. Registration Fees	1,763	303
18. Parliament and State Legislatures	16,47,237	14,53,015
19. General Administration	9,597	16,737
24. External Affairs 'NEFA' . . . . .	..	55,375
26. Miscellaneous Departments	1,47,922	6,00,823
27. Scientific Departments	12,464	4,021
28. Education	27,005	63,223
29. Medical . . . . .	..	..
30. Public Health	30,443	1,26,317

(1)	(2)	(3)
	Rs.	Rs.
31. Agriculture	2,62,417	1,94,409
33. Animal Husbandry . . . . .	..	1,759
35. Industries	1,379	5,689
36. Broadcasting	54,943	84,465
38. Labour and Employment	14,124	1,185
39. Miscellaneous Social Service Organisation	1,12,348	2,46,274
51. Bombay Development Scheme	13,095	123,705
53. Ports and Pilotage	8,215	2,482
55. Lighthouses and Lightships	563	372
70. Forests	121	..
71. Miscellaneous	3,28,045	1,64,332
73-76. Contribution and Misc. Adjustments	127,100	11,027
79-82. Defence Services	1,14,19,519	1,20,84,361
83-89. Railways	2,34,330	2,36,040
90. Posts and Telegraphs	1,73,94,318	2,01,49,568
113. Capital Outlay on Public Works . . . . .	..	2,060
124. Capital outlay on Schemes of Govt. Trading . . . . .	..	2,260
TOTAL : (b)	3,17,37,699	3,54,37,798
(c) PRINTING ON CASH PAYMENT:		
71. Miscellaneous	1,81,564	4,77,360
TOTAL : (c)	1,81,564	4,77,360
TOTAL : (a)+(b)+(c)	5,63,80,968	6,47,62,590

2.13. The Committee note from the statement showing the value of printing work done in Government of India Presses during the years 1963-64 and 1964-65 that although there has been some reduction in the value of the work done in respect of certain heads of accounts, there has been a very sharp increase in respect of some of the items e.g. 'Taxes on income other than Corporation tax', 'other taxes and duties', 'Administration of Justice', 'Police', 'Public Health', 'Industries', 'Labour and Employment', 'Public Work', 'Currency and Coinage', 'Mint' and 'Miscellaneous' under free printing. The Committee suggest that the Ministry should analyse the causes of the

sharp increase in the value of printing work in consultation with the Ministries concerned and take up with them the question of taking measures to effect economy in the printing work in the Government of India as far as possible.

2.14. The Committee further suggest that the Ministry should continue to analyse the causes of sharp rise in expenditure on particular items every year and take it up with the Ministries/Departments concerned so that an overall watch is kept to avoid unnecessary expenditure on printing. They regret that there is no such overall control in existence at present.

2.15. In a written note, the Committee have been informed by the Ministry that quite apart from the enormous increase in the printing work other than forms, the increase in work on the account of D.O. stationery, postal forms, civil and military forms has also been heavy.

2.16. When asked to indicate the quantum of printing work on forms for the various Ministries and Departments (Ministry-wise) during the last three years, the Ministry have informed the Committee in a written note that it is not possible for them to furnish figures Ministry-wise, because the accounting system in the Government of India presses does not provide for such a classification. The method for accounting for Jobs printed for variqus Ministries and Departments is to debit the cost as and when it is incurred to the relevant overheads. The statement of expenditure booked at the end of the year will on'y show the total monetary value of the work done for Ministries and Departments of the Government of India for all types of jobs.

2.17. While the Government of India Forms Store Calcutta, is the organisation that stocks and distributes civil and military forms to various indentors, postal forms, as and when printed either by the Government of India presses or by private presses, are despatched directly to postal stock depots. Moreover, a number of non-standard forms are printed in the various Government of India Presses for Ministries and Departments in the Government of India. Neither any account of the total number of such forms nor the cost in respect of each of these items is shown in the accounts maintained by the presses. The following details have only been furnished to the Committee to indicate the overall quantum of D.O. stationery, letterheads

and forms printed for all the Ministries and Departments of the Government of India:—

Year	In Government Presses	In Private Presses
1965-66	49·27 crores sheet impressions.	166·48 crores page impressions.
1966-67	45·02 crores sheet impressions.	57·31 crores page impressions.
1967-68	50·98 crores sheet impressions.	48·81 crores page impressions.

2.18. Asked to indicate the figures of sheet impressions in terms of page impressions for purposes of comparison, the Ministry have furnished a written note to the Committee, in which it is stated:—

“Presumably, the Committee would like to have an idea of the comparative volumes of work done in Government of India presses and in private presses. While, for comparison, a common denominator is necessary, the number of sheet impressions cannot, with any degree of approximation, be converted into page impressions since the number of pages covered by a sheet impression varies widely from job to job. The numbers of jobs and their monetary values can, however, be compared. The information for 1964-65 is given below in a tabulated form:—

No. of items	Value of jobs done in rupees
Jobs done by Ministries/Departments for which approval of rates has been given	1280 65·41 Lakhs
Jobs pertaining to Director of Advertising and Visual Publicity	236 26·09 Lakhs
Printing jobs done by Headquarters Office (Chief Controller of Printing and Stationery) and Assistant Controller Outside Printing, Calcutta through private presses	30·48 Lakhs

No of items	Value of jobs done in rupees
Works got done through the State Government presses	9.99 Lakhs
Value of work done through outside agencies	131.97 Lakhs
Value of work done in Government of India presses ex- cluding paper and binding material	305.00 Lakhs

From the above it will be found that the total value of about Rs. 132 lakhs on printing done through outside agencies represents 30 to 31 per cent of the total value of work done both through outside agencies and the Government of India presses. Audited figures of only upto 1964-65 are available."

2.19. The Committee note that the Ministry are compiling figures about the volume of printing jobs turned out in Government of India presses in terms of sheet impressions whereas in respect of similar jobs farmed out to private presses the figures are compiled in terms of page impressions. It has been contended by the Ministry that for purposes of comparison, the production in these two sectors cannot be converted into a common denominator with any degree of approximation. The Committee fail to understand however, why statistics for both the sectors cannot be maintained on identical standards. In these circumstances they do not know as to how far the comparative figures of the value of jobs done in the Government of India Presses and of the jobs got executed through private Presses are realistic.

2.20. The Committee regret to note that neither any account of the total number of non-standard forms nor the cost in respect of these items is maintained by the Presses. As matters stand, nobody now knows about the expenditure incurred by Government of India in printing the civil, military and postal forms annually. This situation should therefore, be remedied early.

Demands for P. & T. forms

2.21. The Ministry have informed the Committee in a written note that one of the biggest indentors is the Posts and Telegraphs Department. According to the information furnished to the Committee the P. & T. Department would require about 16,200 tonnes of forms by the end of Fourth Plan—14,000 tonnes of essential forms

and 1800 tonnes for non-essential forms. Their requirement of essential forms for the year 1966-67 was 11,800 tonnes. As against this, the Printing and Stationery Department have been able to give about 60 per cent satisfaction to the P. & T. Department both through the Government of India presses and through private presses.

2.22. According to a study of the requirements of the P. & T. Department conducted by the Printing and Stationery Department, their requirements of forms came to 20,788 tonnes of paper. Based on the study made and on discussions with the P. & T. Department the Printing and Stationery Department have come to the following conclusions:

- “(i) beginning from 1943, the Printing and Stationery Department have not been able to satisfy the requirement of the P. & T. Department and their dissatisfaction is on the increase;
- (ii) 831 essential forms studied fall into 13 technical groups;
- (iii) these 13 technical groups can be categorised under 5 different types of work, each type requiring a production plan and a system of its own. The number of items of forms under each type is shown in the table below:

Technical Group No.	No. of items	Percentage total	involved
1—2	488	58.72	mainly printing
3—4	185	22.26	printing and simple binding
5—9	45	5.42	printing and complex binding
10—12	42	5.06	specialised machinery
13	71	8.54	multi-operational in character, including numbering, involving specialised machinery and equipment.
5	831	100.00	TOTAL

- (iv) A low degree of satisfaction exists in respect of items falling under Technical Group Nos. 4—13 in the reverse order, the lowest satisfaction being in Group No. 13. This group comprises forms which are relatively the most important ones both from the points of view of public satisfaction and its revenue earnings.

"Recently, the P. & T. Department has come out with a proposal for opening of a departmental press to cover the huge deficiency. In this proposal, it has been stated by the Department that 60 crores of various types of numbered receipts would be required out of which the Government of India presses, according to their assessment, are in a position to supply only 30 crores. Another area in which there is a huge gap between the demand and capacity is in respect of tag labels. The demand of this item is 25 crores at present which would rise to 38 crores by the end of the Fourth Plan.

"The available printing capacity in the Government of India presses, on the other hand, is 10 crores only and this would fall short of requirement by 28 crores."

2.23. It has been stated that the Printing and Stationery Department arrange for printing of 831 essential forms as against the 2000 types required by P. & T. Department. These forms are by and large printed in the Government of India presses at Aligarh, Nasik and Calcutta. In the Calcutta region, the jobs which cannot be undertaken by the Government presses for want of capacity are farmed out to private presses against running rate contracts, while at Aligarh and Nasik, the work is executed in the Government presses at those places.

2.24. As stated by the Ministry the Government of India presses at Aligarh and Temple Street, Calcutta receive the work direct from P. & T. Forms Store. The value of work done by these presses during 1964-65, 1965-66 and 1966-67 has been indicated as under:

	1964-65	1965-66	1966-67
	Rs.	Rs.	Rs.
(i) Government of India Press, Aligarh	106,49,497	97,22,827	98,26,522
(ii) Government of India Press, Temple Street, Calcutta	72,95,844	71,61,000	67,21,780

2.25. When asked to indicate the procedure for distribution of the P&T forms which are mostly printed by the Government of India press, Aligarh, the Ministry have informed the Committee in a written note that the Aligarh Press makes over the printed forms to the Superintendent in charge of the Postal Depot which is under administrative control of the P&T Department. The Superintendent stocks and distributes these forms to his various indentors. The

Government of India presses at Nasik, Calcutta and Koratti deliver in bulk to the Postal Stores Depots at Nasik, Calcutta and Madras for retail distribution to P&T indentors in the respective regions.

2.26. The Committee have been informed by the Ministry in a written note that to meet the shortage of essential P. & T. forms on account of non-supply or short supply by the Government of India presses the heads of P. & T. Circles have been permitted to get their four months' requirements printed locally on each occasion. The power is limited to Rs. 7,500 for each form and each occasion. These powers are exercised by them after the Superintendent of the Postal Stocks Depots concerned has certified that the forms are not available and that the Government presses are not in a position to supply the requirements in time. Powers have also been delegated to the heads of P. & T. circles to the extent of Rs. 500 for the local printing of publications and other non-standard forms and Rs. 5,000 for local printing of non-essential P. & T. standard forms. The powers are exercisable in respect of each form/publication on each occasion, subject to funds being available in the budget provision.

2.27. When asked to indicate whether the reasons for non-supply or short supply of P. & T. forms by Government presses have been investigated and proper remedial action taken, the Ministry have informed the Committee in a written note that out of about 2,000 types of forms in use in the P. & T. Department, only 831 have been treated as 'essential' and these are being printed in the government presses. The rest are known as 'non-essential' forms and are got printed by the Heads of Circles of P. & T. through private printers as these are generally required in smaller numbers for local use by the different heads of circles and as the capacity in the Government presses is not adequate even to print all the essential forms. It may be noted, however, that in the terms of tonnage the non-essential forms represent only 11 per cent of the total tonnage whereas the essential forms represent 89 per cent. The reasons for non-supply is insufficient capacity to match the demands.

2.28. Owing to the tight foreign exchange position, this Ministry could not get the necessary allocation from free resources for the essential machines and even in the case of the Government press at Koratty, the Ministry of Finance wanted a technical delegation to be sent to investigate the feasibility of getting from East European countries machines which they had hitherto been purchasing from the United Kingdom. The delegation have since reported that most of these specialised items of machines are not being manufactured by the East European countries and have necessarily to be imported from free resources areas. An allocation of foreign exchange to the extent of Rs. 14 lakhs from free resources areas has recently been

made available to this department and this is going to be utilised for the procurement of tag-label making machines. The question of further release of foreign exchange for the remaining specialised machines is under consideration of Government.

2.29. In reply to a question whether this printing of P. & T. forms locally through private presses lead to any economy, the Ministry has stated that since the forms which the Government of India presses are unable to print owing to lack of capacity, have to be printed locally and the printing in private presses is entrusted on the basis of competitive tender, it can be said that it is the best that can be done under the circumstances.

2.30. When asked to elaborate on the magnitude of shortage in capacity for printing of P. & T. forms, the representative of the Ministry has informed the Committee during evidence:

"In the case of P. & T., there are certain items which require special machines like tag-label making, certain types of receipt books, etc. We have not got enough machines in our presses for these items. Even assuming that we give private orders to the extent they (the private sector) can do on their own machines, that together with our own capacity in our presses will not be able to meet the requirements."

2.31. When asked to indicate whether there are any pending proposals for any Ministry setting up their own presses, the representative of the Ministry has informed the Committee during evidence that the P. & T. Department have taken up the case of having their own press at the Cabinet level. Questioned about the reaction of this Ministry in the matter, the representative has informed the Committee during evidence:

"If small presses are started by some departments, there will not be prospects for promotion for the staff. The pay scales will be different."

* * * * *

"That is from the human angle, but the main thing, is, efficiency can increase only if these presses are placed under a central authority which is supposed to be an expert authority."

2.32. The Committee feel perturbed to note that the Government presses will be able to make only 30 crores of various types of numbered receipts out of 60 crores required by the P. & T. Department and with regard to tag labels, the Government press capacity falls

short by 28 crores. As per indications given, this gap will not be bridged mainly owing to insufficient capacity to match the demands.

2.33. The Committee note that foreign exchange to the extent of Rs. 14 lakhs from free resources areas has recently been made available to the Printing and Stationery Department for the procurement of tag-label making machines for the Government of India Press, Koratty, which has been designed specially for printing of forms. As regards release of foreign exchange for the remaining specialised machines, the Committee would like the Government to come to an early decision in the matter in view of the great shortfall in the capacity to meet the demands of the forms.

2.34. What, however, passes the comprehension of the Committee is when the Ministry could not get the necessary allocation from free resources for the essential machines, how the requirements of foreign resources for the P. & T. Press proposed to be set up by the P. & T. Department will be met. Moreover, in their opinion a decision has to be taken as to whether it will be advisable to allow separate presses to be set up by individual Ministries/Departments or whether all the presses have to be set up under a centralised control which is supposed to be an expert authority. Therefore, before any decision is finally taken with regard to the proposal of the P. & T. Department for setting up their own press, a decision with regard to overall policy in this matter should be taken.

2.35. The Committee recommended in this connection that firm estimates of future demand for printing of P. & T. forms should be prepared in consultation with the Department concerned and after taking the overall position in respect of the demand for printing and capacity available with Government and the private agencies, proposals for expansion of existing Government presses and/or setting up of new ones should be put up for consideration by the proper authorities.

2.36. At the same time the Committee would like to impress upon the Ministry of Health and Family Planning and Works, Housing and Urban Development the necessity to streamline the central printing organisation in such a manner as to ensure that the indenting Ministries/Departments can be assured of a dependable, economical, efficient and quick printing service of standard quality comparable to the best standards of jobs obtained in more advanced countries.

Private Printing by Printing and Stationery Department

2.37. The Ministry have indicated that the demand for Government printing in Hindi and in English has been increasing steadily

and the gap between the capacity available in the Government presses and the demand has steadily widened. The Presidential Order of 1960 for the progressive use of Hindi has resulted in an enormous increase in demand for Hindi printing. On account of paucity of foreign exchange and the general financial stringency in the country, the programme of expansion particularly that relating to the setting up of new units could not be implemented. The result is that the policy of cutting down expenditure on outside printing has to be modified and the spill-over of the work which the Government presses cannot undertake had to be increasingly farmed out to private presses.

2.38. In a written note, the Ministry have further informed that the increase in Hindi printing has been particularly heavy of late. As against the anticipated demand of 1000 pages a day in the Delhi complex, the available capacity does not even cover 30 per cent of the total demand. Immediate measures, like setting up of IBM Units, addition of capacity in the Ring Road press, will only be able to take care of a load of 560 pages in all, leaving a gap of 440 pages. It has, therefore, become necessary to farm out large quantities of Hindi work, including translated versions of Parliament debates. Printing and Stationery Department have so far farmed out to printers outside Delhi 38,210 pages of Rajya Sabha debates and 57,020 pages of Lok Sabha debates. These translated versions will continue to be printed through outside printers until the Government of India presses are themselves expanded for handling a larger volume of Hindi work.

2.39. The second largest deficiency is in respect of printing of postal forms, which has already been dealt with in an earlier section.

2.40. A statement showing the break-up of the jobs farmed out by the Chief Controller of Printing and Stationery and the Assistant Controller, Outside Printing, Calcutta during the years 1963-64 to 1967-68 (except for the years 1963-64 and 1964-65, for which the records are stated to be lying in the Court in connection with a criminal case) as furnished for information of the Committee is appended (Appendix I). The actual expenditure figures shown in this statement do not include figures in respect of some of the jobs executed by certain Ministries and Departments etc. which have been delegated certain powers as to the rates within which they are empowered to get the printing done without obtaining prior approval of the Chief Controller of Printing and Stationery.

2.41. From the figures given in Appendix I the Committee note that although there was a fall in the value of jobs farmed out by the headquarters office of the Chief Controller of Printing and Stationery

and the Assistant Controller (Outside Printing), Calcutta in 1966-67 as compared to 1965-66, there was a sharp increase in the value of jobs farmed out during 1967-68 as compared to the earlier two years. The Committee also note that the figures of expenditure as shown in the Appendix do not include the figures in respect of some of the jobs executed by some Ministries and Departments which have been delegated certain powers to get their emergent printing jobs executed without obtaining prior approval of the Chief Controller of Printing and Stationery. Therefore, these statistics also are incomplete and show lack of centralised control.

2.42. The Committee would like to impress upon Government that a system should be evolved and consistently followed by the indenting Ministries and Departments of reporting all printing jobs got executed departmentally under their own powers, so that the overturn of printing jobs annually got executed by all the Governmental departments put together is available with the Chief Controller of Printing and Stationery.

2.43. The Committee note that the demand for printing on the Government of India presses is far outpacing their existing capacity and therefore work has to be farmed out to private presses. In their opinion the Ministry should review this aspect from all angles in order to find out if it would not be prudent and economical to prune the printing requirements of Government of India to the extent possible for which serious efforts could be made.

(ii) Control over excessive indenting

2.44. In a written note the Ministry have informed the Committee that to prevent overindenting by Ministries/Departments, no requisition for printing of publications/forms is entertained by the Printing and Stationery Department unless the essentiality for printing is certified by an officer of the rank of Joint Secretary or the head of a department, as the case may be. Apart from this, all proposals for bringing out new periodicals and publications of a regular nature are scrutinised to by a Screening Committee consisting of four secretaries to the Government of India, assisted by the Chief Controller of Printing and Stationery.

Screening Committee

2.45. While considering the proposals for bringing out of new periodicals and publications of a regular nature the Screening Committee meticulously examines the matter on the basis of the justification furnished by the Department concerned to see if it is absolutely essential to bring out the periodical. The Screening Committee also makes sure that the size of the publication and the number of copies to be printed are not more than required.

2.46. The Committee have been informed that this Screening Committee has been reconstituted as under:

- (i) Secretary, Ministry of Information and Broadcasting;
- (ii) Secretary, Ministry of Finance;
- (iii) Secretary, Ministry of Works, Housing and Supply;
- (iv) Secretary, Ministry of Industrial Development; and
- (v) Secretary to the Prime Minister.

2.47. The Director, Publications Division, New Delhi is the convener of this new Committee. The Chief Controller of Printing and Stationery is invited to the meetings of the Screening Committee.

2.48. The Committee desired information about the number and names of new periodicals and publications of regular nature which were cleared by the Screening Committee during 1963-64 to 1967-68. In reply, the Ministry have furnished the names of the following periodicals and publications of regular nature cleared by the Screening Committee:

List of publications and periodicals of regular nature cleared by the Screening Committee

1963-64

- | | |
|---|--|
| (1) News Letter—Monthly . | National Institutes of Community Development Mussorie. |
| (2) Dairy Extension Monthly Journal | National Dairy Research, Karnal. |
| (3) Swsth Hind—Monthly . | Ministry of Health and Family Planning. |
| (4) Company News and Notes—Fortnightly Bulletin | Company Law Administration. |
| (5) March of India—Fortnightly . | Ministry of Information & Broadcasting |
| (6) National Institute of Community Development Digest—Quarterly. | National Institute of Community Development Mussorie. |

1964-65

- | | |
|-----------------------------|--|
| (7) Career Pamphlets . | Dte. General of Employment & Training. |
| (8) Quarterly Journal . . . | Directorate of Public Relations, Delhi Administration. |

- (9) Quarterly Non- Coal Bulletin . Chief Inspector of Mines,
Dhanbad.
- (10) Monthly statistics of Foreign and Coastal Cargo Move- Department of Commercial In-
ments telligence and Statistics,
Calcutta.
- (11) Development News—Quarterly Ministry of Transport and
Communications.
- (12) Quarterly Journal for Buyers, Ministry of Commerce.
Overseas
- (13) Export Service Bulletin Ministry of Commerce.
(Weekly)

1965-66

Nil.

Nil.

1966-67

- (14) Consumers Service Bulletin— Ministry of Commerce.
Weekly
- (15) SSB—News Fortnightly . Directorate of SSB, Cabinet
Secretariat.

1967-68

- (16) C.B.I. Bulletin—Monthly . Special Police Establishment
Ministry of Home Affairs.
- (17) Centre Calling—Monthly . Ministry of Health and Family
Planning.

2.49. The Ministry have also furnished the following list of proposals for bringing out new periodicals and publications, which were rejected by the Screening Committee during the same period:
Proposals for new periodicals and publications of regular nature rejected by the Screening Committee

1965-66

- (1) Rural Industry, Monthly Planning Commission
Journal

1967-68

- (2) Population Journal, Bi-annual . Registrar General of India.
- (3) Prescribers' Journal, Ministry of Health and Family
Quarterly Planning.
- (4) N.B.O. Building Information National Buildings Organisation,
Bulletin—Monthly Ministry of Works, Housing
and Supply.
- (5) Shabdvali Patrika—Quarterly Ministry of Education.
Journal of Terminology.
- (6) Hindi Samachar Jagat— . Central Hindi Directorate.

2.50. In a few cases, as detailed below, where the number of copies or the number of pages of the publications once cleared by the Screening Committee had had to be increased, came up again for scrutiny by them. These publications were:

(i) Lok Udyog	..	English
(ii) Swasth Hind	..	Hindi
(iii) Central Calling	..	English
(iv) Indian and Foreign Review	..	English.

2.51. When asked to indicate the number of copies of the Government of India Publications printed during 1963-64 to 1967-68, which were in excess of actual requirement and the names of the Ministries/Departments to which each pertains and the amount of wasteful expenditure caused thereby by each of the publications during the same period, the Ministry have indicated in a written note that except two new periodicals and publications printed during 1963-64 to 1967-68 approved by the Screening Committee, viz. 'Career Pamphlet' and 'Monthly Statistics of Foreign and Coastal Cargo Movements' (item Nos. 7 and 10 in one paragraph earlier), which are stocked and distributed by the Manager of Publications, Delhi, under the Printing and Stationery Department, all other publications are stocked and distributed by the individual departments concerned. No copies of the two publications stocked and distributed by the Manager of Publications have so far become surplus to requirements and as such the amount of wasteful expenditure thereon has been nil.

2.52. Information in regard to other publications which are stocked and distributed by the Ministries and Departments concerned has not been furnished.

2.53. The Committee note that a publication of a regular nature once cleared by the Screening Committee does not normally come up for review before this Committee unless a necessity is felt by the Controlling Ministry/Department of increasing the number of copies or the number of pages of the publication. The Committee recommend that all publications once cleared by the Screening Committee should be examined by them biennially with a view to deciding upon its further issue for another period of two years, taking into consideration its utility and economics of printing and publication obtaining at the time of review.

2.54. The Committee also urge that at the time of this biennial examination, the Screening Committee should invariably call for all information about the number of copies of each publication printed, number of copies distributed free of cost, number of copies sold and the number of copies which could not be utilised.

Control over printing of Forms and Stationery and special publications not of regular nature

2.55. The overall quantum of D.O. stationery, letter-heads and forms printed for all the Ministries and Departments of the Government as a whole has already been given in an earlier section.

2.56. The following work-load in respect of D.O. stationery items has been furnished to the Committee by the Ministry in their written note:

	1955-56	1964-65
No. of work dockets issued	1,309	4,008
D.O. letter-heads (copies approx.)	51,89,000	1,29,72,000
D.O. envelopes (copies approx.)	20,20,000	50,50,000
Official letter-heads (copies Approx.)	87,11,000	2,17,75,000

2.57. The Committee desired to know whether there is any examination by the Printing and Stationery Department over the quantum of work done in respect of a particular Ministry. In the reply, the representative of the Ministry has informed the Committee during evidence:

“We have not got any ceiling (in respect of the quantum of work done for a particular Ministry). Checks maintained are that either a Joint Secretary in the Ministry or the Head of the Department has to certify that the work is necessary.”

2.58. When asked to comment on the nature of a committee or a machinery which would be in a position to control issue of forms and special publications not of regular nature, the representative of the Ministry has informed the Committee during evidence:

“****the forms are so many that a standard committee like that (the Screening Committee for publications of regular nature of the Government of India) cannot just function. Earlier a suggestion was made that a watch should be kept on the expenditure incurred by a Ministry and where there are wide fluctuations, we have no authority to stop them, but if we bring it to their notice that there is wide variation and they can put a check on it, that itself will be a brake. All these letters are seen by the Audit and everybody is afraid of Audit.”

2.59. In the course of evidence the Committee desired to know if there was a recommendation some time ago that the D.O. stationery should be restricted to certain individuals only. The representative of the Ministry has stated in reply that the recommendation has been implemented and instructions had been issued to the Press. Asked to clarify why even now many officials had their own D.O. forms, the representative of the Ministry has stated, "They may be old stock." The Ministry have informed the Committee subsequently in a written note:

"On account of an enormous increase in the demand and the consequent accumulation of arrears in the Government of India Press, Calcutta, a review in respect of D.O. Stationery items was made. After the review, a circular letter was issued to the various Ministries and Departments of the Government of India in August, 1968, laying down that D.O. Letter-heads would, hereafter, be printed and supplied only to Ministers Deputy Ministers, other high dignitaries, Secretaries, Joint Secretaries and Heads of Department."

2.60. In reply to the question on the check which is being exercised by the Chief Controller of Printing and Stationery, to see that the recommendation was being implemented, the Ministry have informed the Committee in a written note that printing requisitions for D.O. letter-heads are not routed through the Chief Controller, but sent directly by the indentors to the Manager, Government of India Press, K. S. Roy, Road, Calcutta. The Manager of that press has been instructed to restrict the printing and supply of D.O. letter-heads to the officers of the categories as mentioned in the earlier paragraph.

2.61. In a written note, the Ministry have informed the Committee of the following total number of different types of forms being printed by the Printing and Stationery Department:

Civil	4798
Army	2096
Air Force	820
Navy	145
P & T (essential)	831
P & T (non-essential)	2000
Government of India stationery items	47

2.62. The Committee desired to know in the course of evidence if any attempt was made to reduce the number of forms. The representative of the Ministry has stated in reply "I do not think any such study has been carried out".

2.63. The Committee are surprised to note that the Central Printing Agency of the Government of India is at present engaged in the printing of more than 10,000 types of various forms and stationery for the Civil, Military and P. & T. Departments and that there is practically no effective control on the number and volume of their production, nor is there any machinery available for ascertaining whether there could be rationalisation of the various types and number of forms and reduction in the numbers of their printed copies. The Committee have also been informed that no study has been carried out in this matter so far. The Committee feel that it is high time that a serious study of this problem is made so that those forms, the printing of which can be done away with, are removed from this list, printing of non-essential forms are reduced to the minimum and wherever possible the number of different types of forms is also reduced to the extent possible.

2.64. From the statistics furnished, the Committee find that the number of copies of D.O. letter-heads printed in 1964-65 was about 1.30 crores as against only 52 lakhs in 1955-56. The copies of D.O. envelopes printed have also gone up from 20 lakhs to more than 50 lakhs. The Committee are of the view that serious efforts are called for to restrict the printing of D.O. letter-heads. While attempts have been made by the Government of India in August, 1968 in this behalf by laying down the categories of individuals to whom D.O. letter-heads would hereafter be supplied, the Committee would like the Ministry to keep a strict watch over the Government of India Presses to ensure that no exceptions are made to these categories and even the number of copies of the letter-heads printed are also kept to the minimum. As regards official letter-heads and other publications which are not of regular nature, the Committee desire the Ministry to review the position at an early date in order to reduce their number to the extent possible and effect economy in expenditure.

Private printing by indenting departments

2.65. The Committee have been informed in a written note that the indenting Departments and Ministries of the Government of India have been delegated certain powers and within these limits they are free to have their printing work done without obtaining the approval of the Chief Controller of Printing and Stationery.

2.66. There are, again, certain paying indentors who have separate special appropriations under contingencies for printing and publishing through private agencies. Defence, Posts and Telegraphs and Publications Division are the major indentors of this category. Because of inadequacy of printing resources available with Government of India presses, larger powers in all these cases have been delegated to them so that they can have their urgent printing jobs done through private presses. Recently, Director of Publications Division has been given full powers to have all printing done in Hindi and regional languages under his own arrangements.

2.67. Scientific organisations have also been authorised to go to private printers for printing of scientific publications, if the government presses cannot do the work of requisite quality and within the required time limit (Appendix II).

2.68. The details of powers of the various authorities to get their emergent and unforeseen petty printing and binding jobs executed locally through private agencies, as furnished by the Ministry, are appended (Appendix III).

2.69. The indenting departments are given advice by the Printing and Stationery Department regarding drawing up of specifications, forms of quotations etc. The rates obtained by them are scrutinised and approved by the Printing and Stationery Department who are also responsible for checking and countersigning bills for such jobs.

2.70. The following is the number of cases in which rates were so approved during 1965, 1966 and 1967, as reported to the Committee:

Name of the indenting department	Number of items during the years		
	1965	1966	1967
(1) All India Radio	5	5	2
(2) Ministry of Education	1	1	6
(3) Census Commissioner	295	258	283
(4) Civil Deptts. other than AIR, Ministry of Education and Census Commissioner	42	38	47
(5) Defence	96	62	59
(6) P & T	841	648	494
TOTAL	1,280	1,012	891

2.71. Asked to state the reasons for the authorisation being given by the Chief Controller of Printing and Stationery to the indenting departments for getting their printing jobs executed through private presses, the Ministry have stated in a written note:

“Such authorisation becomes inevitable:

- (i) because jobs may be required in remote places as in the case of command orders of military formations; Central Government offices located in out of the way places or far away from the headquarters office and who may require the work to be done urgently; or
- (ii) where because of our not having the facilities for production, such as special envelopes, tag labels, etc.; or
- (iii) our not having the capacity to meet the requirements of the indentors.”

2.72. The rules/conditions for authorisation of printing work to be done by government departments through private presses have duly been laid down, *vide* Rule 12 of the Rules for Printing and Binding and item 16 of the Annexure to Schedule V of the Delegation of Financial Powers Rules 1958, copies whereof are appended (Appendices IV and V).

2.73. The Committee have been informed, as already pointed out, that in those cases where departments are given powers to farm out printing works themselves, they are given advice regarding drawal of specifications, and forms of quotations etc. When asked to indicate whether the Printing and Stationery Department have any panel of private presses to whom the work is farmed out by the individual departments, the Ministry have stated in a written note that no such panel is maintained by that Department. They have further stated:

“The Printing and Stationery Department only maintains panel of private presses to whom work is farmed out by it. The bigger print buyers like Director of Advertising and Visual Publicity and Director, Publications Division maintain their own panels. It has not been considered necessary by this Department to maintain a panel for other departments because the necessary control is exercised by the Printing and Stationery Department at the time of scrutiny of tenders and/or approval of rates when the individual departments come up for the same.”

2.74. When asked to indicate the quantum of work farmed out by indenting departments to private presses for want of equipment or

capacity with the Government of India presses, the Ministry have furnished the following information:

Quantum of work farmed out by indenting departments with approval of rates by the CCP&S, in terms of number of items and money value:

Name of Deptt.	During 1965		During 1966		During 1967	
	No. of items	Money Value	No. of items	Money Value	No. of items	Money Value
A.I.R.	5	1,80,041	5	5,44,350	2	4,00,686
Ministry of Education	1	674	1	380	6	43,539
Census Commission	295	20,68,778	258	5,47,190	283	7,70,238
Civil Deptts. other than AIR, Ministry of Education and Census Commission	42	58,434	38	92,998	47	96,614
Defence	96	23,712	62	7,050	59	32,412
P & T	841	42,09,720	648	7,47,905	494	27,21,625
	1280	65,41,359	1012	19,39,873	891	40,65,114

2.75. The Department have no information about the quantum and value of work farmed out to private printers by governmental departments under their own powers in respect of which Chief Controller's approval to rates was not obtained.

2.76. The Committee note that under the rules for authorisation of printing jobs to be done by government departments through private presses the Printing and Stationery Department are posted with the details of quantum and value of printing jobs got executed by government departments under this delegation of powers. But the Department will have no information about the quantum and value of work farmed out to private printers by the Departments under their own powers.

2.77. The Committee recommend that the desirability of amending the rules whereby printing and binding jobs of all types executed by the paying and non-paying indentors of the Government of India are invariably reported to the Chief Controller of Printing and Stationery may be examined so that the details of quantum and value of printing and binding jobs done by and on behalf of the Government of India are available at one place.

Printing of Government Scientific Publications

2.78. A reference has already been made earlier to the authorisation given to scientific departments to get their publications printed in private presses. In terms of Government of India letter No. 43 (35)/62-S&PII/P.I dated 4th April, 1964, the governmental scientific organisations under the administrative control of Ministries and Departments were required to indicate the quality of printing and time schedule in accordance with which the materials were to be printed. The organisations were also expected to indicate the names of private presses which would be in a position to execute the job of the required quality and within the required time. On the basis of this information the Chief Controller of Printing and Stationery was to decide whether a Government Press would be able to undertake the job or whether the work should be entrusted to a private press.

2.79. The Committee desired to have a list showing the names of scientific organisations which have been permitted to get their printing jobs done through private presses without the agency of the Chief Controller of Printing and Stationery.

In reply the Ministry have stated in a written note:

“The names of some of the important scientific organisations are given below:—

- (1) Indian Bureau of Mines.
- (2) Zoological Survey of India.
- (3) Botanical Survey of India.
- (4) Geological Survey of India.
- (5) Anthropological Survey of India.
- (6) Commission of Scientific and Technical Terminology under the Ministry of Education.
- (7) Directorate of Plant Protection, Quarantine and Storage.
- (8) Directorate of Economics and Statistics.
- (9) Forest Research Institute and College, Dehra Dun.
- (10) Defence Scientific Research and Development Organisation, Ministry of Defence.
- (11) Delhi Polytechnic, Delhi, Ministry of Education.
- (12) Indian School of Mines, Dhanbad.
- (13) Delhi College of Engineering.
- (14) Department of Lighthouses and Lightships, New Delhi.

(15) National Buildings Organisation.

(16) Town and Country Planning Organisation.”

2.80. The Ministry have informed the Committee in a written note that according to the instruction issued by them in April, 1964, Government scientific organisations, before getting their scientific publications printed through private presses, were required to obtain a ‘no-objection certificate’ from the Printing and Stationery Department. Revised orders have now been issued by the Ministry (in their Office Memorandum dated November 7, 1968) wherein the scientific organisations, which are ordinarily entitled to free printing from the Printing and Stationery Department, have been allowed, subject to certain conditions, to get their scientific publications printed at private presses without obtaining a ‘no-objection certificate’ from that Department. Quoting from their Office Memorandum dated the 7th November, 1968, the Ministry have informed the Committee:

“.....the arrangement under which a ‘No Objection Certificate’ is required to be obtained from the Chief Controller of Printing and Stationery by a Governmental Scientific Organisation before it can get its scientific publications, etc., printed at a private press, has been reviewed by Government. It has been decided that, until further orders, the Scientific Organisations, who are ordinarily entitled to free printing from the Printing and Stationery Department, may get their scientific publications printed at private presses without obtaining a ‘No Objection Certificate’ from the CCP&S subject to the following conditions:

- (a) The expenditure incurred on the publications will be met by the Depptt. concerned.
- (b) The rates are not more than 100% above the CCP&S Schedule of Rates.
- (c) Quotations in excess of (b) above should be accepted with the concurrence of the Associated Finance of the Department concerned.
- (d) The sanction will be restricted to a period of two years for the present.
- (e) The departments should give to the CCP&S a list in advance of such scientific publications which they propose to give for printing during the year.”

2.81. In reply to a query whether any attempt has been made by the Printing and Stationery Department to get the printing jobs of

these scientific organisations executed through the Government of India presses so that the necessity of these organisations going to private presses is obviated, the Ministry have informed the Committee in a written note:

“Some jobs of scientific departments are done in Government presses but it has not been possible to get all the scientific publications of the governmental scientific organisations printed through the Government of India presses due to shortage of printing capacity. To cater to the developing needs of scientific departments, a science press project has been included in the Fourth Plan proposals which are under consideration by the Planning Commission.”

2.82. The Committee note that the Ministry had to allow the Government scientific organisations in November, 1968 to have their printing jobs done through private presses, due to shortage of capacity in the Government of India presses. They are however glad to note that a Science Press Project has been included in the Fourth Plan proposals.

2.83. The Committee suggest that suitable arrangements may be made by the Chief Controller of Printing and Stationery for the collection of information of the volume and value of printing jobs got executed by the scientific organisations through private presses.

Printing Jobs of Director, Publications Division (DPD).

2.84 The details of powers delegated to the Director, Publications Division to resort to private printing in respect of (i) publications in regional languages, and (ii) prestige publications not exceeding 20 in number per year, subject to certain conditions, have already been described in an earlier section. When asked to indicate the liaison the Publications Division has been maintaining with the Printing and Stationery Department, the representative of the Ministry of Works, Housing and Supply (now, the Ministry of Health and Family Planning and Works Housing and Urban Development) has informed the Committee during evidence:

“They (the Publications Division) are a publications department. They publish books, pamphlets and other publicity material of the Government of India and get the printing done through us. We print their books. All the printing is channelised through us. They give us also translation of books in regional languages. We have invited quotations from all over India. We do not have capacity for printing in Government presses all of it. Our capacity is 3 to 4 thousand pages in a year in different languages in

different presses. So we have allowed them to give it to private printers as far as regional languages are concerned."

2.85 Clarifying this point further, the representative of the Publications Division (Ministry of Information and Broadcasting) has informed the Committee during evidence:

"Ours (of the Publications Division) is mostly publicity work meant to disseminate literature among the public. Mostly its distribution is free but there is priced literature also. As we are one among the many indentors, we do not get the priority that we need."

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"There is a small difference between the Publications Division and other Ministries. Ours is a publicity organization. Unless the pamphlets come out by the stipulated date, they practically lose all value. For example, for the Gandhi Centenary (celebrations) we have fixed a date. The pamphlets and the literature have to be flown to foreign countries. If we do not get the material by that stipulated date, it does not serve our purpose."

2.86 When questioned about the value of work being produced in the Publications Division their representative has informed the Committee during evidence:

"Ours (of the Publications Division) is a non-paying department. All the years all the work was being done by the Controller of Printing and Stationery and it is they who should be able to give the information prior to 1966. From 1966 onwards we have taken over this work, that is, for the past one and half years or so. Our budget for the year 1966-67 was about Rs. 40,000 and for 1967-68. Rs. 1,45,000. This is excluding the paper which is supplied by the Controller of Printing and Stationery free of cost."

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"The cost of paper alone would be nearly Rs. 3 lakhs."

2.87 When asked to indicate what action is being taken by the Publications Division to get 20 prestige publications executed through private presses in accordance with the powers delegated to them, their representative has informed the Committee during evidence:

"We are not operating on it. We have not been delegated powers for that so far."

2.88 Clarifying the point, the representative of the Printing and Stationery Department has informed the Committee:

"This was agreed to in the inter-ministerial committee, but after that they have to get the powers from their own Ministry."

* * * * *

"We do (the printing of) it (these prestige publications). They have not exercised the powers delegated to them."

2.89 In reply to a question about the quantum of printing jobs of the Director, Publications Division, executed by the CCP&S through the Government Presses, the Ministry have indicated in a written note that the following is the quantum of printing jobs of the Director, Publications Division, executed by the CCP&S through the Government Presses, in Hindi and English separately, during 1965-66, 1966-67 and 1967-68:

Year	English		Hindi	
	No. of <i>ad-hoc</i> Publications	No. of Periodicals	No. of <i>ad-hoc</i> Publications	No. of monthly periodicals
1965-66*	60	2 monthlies 1 quarterly 1 bi-monthly	27	3 monthlies 1 bi-monthly
1966-67	74	2 monthlies 1 quarterly	48	3 monthlies
1967-68	63	2 monthlies 1 quarterly	20	3 monthlies

2.90 When asked about the quantum of printing jobs executed by the Director, Publications Division, outside the agency of the Government of India Presses, in English, Hindi and regional languages during 1965-66, 1966-67 and 1967-68 the Ministry have informed the Committee in that note that with the exception of the publication entitled "Collected Works of Mahatma Gandhi" all other English and Hindi jobs of the Director, Publications Division, which could not be printed in the Government of India Presses, have been framed out by the CCP&S to private printers and the quantum of work so done during 1965-66, 1966-67 and 1967-68 is given below:

1965-66	1966-67	1967-68
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2.91 The printing jobs executed by the Director, Publications Division, in regard to English and Hindi volumes of "Collected Works of Mahatma Gandhi", and the regional language publications brought out under the powers delegated to the Director, Publications Division, are given below:

	1965-66	1966-67	1967-68
En (CWMG)	5	4	4
Hindi (CWMG)	6	2	5
Regional Languages		63	93

2.92 The Collected Works of Mahatma Gandhi are being printed at the Navjivan Trust, Ahmedabad, under a special agreement between that Trust and the Ministry of Information and Broadcasting with the approval of the Ministry of Works, Housing and Supply.

2.93 The Committee desired to have a note on the justification for placing the Publications Division outside the control of the Printing and Stationery Department. In reply, the Ministry have informed them that it would not be correct to say that the Publications Division has been placed outside the control of the Printing and Stationery Department. Actually, the periodicals and the English and Hindi publications of the Publications Division except the "Collected Works of Mahatma Gandhi" are still being printed by the Printing and Stationery Department.

2.94 The powers delegated to the Director, Publications Division, to resort to private printing, are only in respect of the following:

(i) Publications in regional languages; and

(ii) Prestige publications not exceeding 20 in number per year.

2.95 These powers which were delegated to the Director, Publications Division in 1964-65 are subject to certain conditions, already referred to in an earlier section. In practice, it is only since November, 1966, that the Director has been exercising the powers in regard to (i) above. In respect of (ii) above, the powers have not been exercised at all.

2.96 These powers were delegated on the following considerations:

Being a publicity organization, the Director, Publications Division, demanded that the time factor was vital in the case of DPD

publications and that if they were not brought out by a particular dateline, they would lose all publicity value. Moreover, Government presses are also not adequately equipped for handling regional language publications.

2.97 On a request being made by the Committee, the Ministry have furnished the total number of publications and the number of copies of each in different languages separately brought out by the Director, Publications Division, as given below:

Language	No. of publications & No. of copies brought out in the year							
	1964-65		1965-66		1966-67		1967-68	
	No. of publications	No. of copies	No. of publications	No. of copies	No. of publications	No. of copies	No. of publications	No. of copies
Assamese .	Nil		Nil		9	90000	10	103250
Bengali .	„		„		3	105000	16	563000
Gujarati .	„		„		7	140000	6	138000
Gurmukhi .	„		„		14	175000	7	82100
Kanada .	„		„		Nil	..	7	158000
Malayalam	„		„		Nil	..	3	120000
Marathi	„		„		10	400000	8	320000
Oriya	„		„		Nil	..	8	122500
Tamil	„		„		4	140000	5	237000
Telugu	„		„		4	100000	10	295000
Urdu	„		„		12	110000	13	110200
					63	1260000	93	2249050

2.89 In reply to a question the representative of the Publications Division stated that, "We have large staff for the entire Division but for respective languages, we have one Editor or an Assistant Editor." He added that, "Sometimes original material is prepared in regional languages and sometimes it is translated." In reply to a question why the arrangements for regional languages could not be good enough when the earlier arrangement held good for the printing of English and Hindi literature, the representative of Publications Division has stated, "Even for English and Hindi we are getting the delegation of powers. The Faridabad Press was originally meant for the Publications Division. Now practically it is meant mostly for Parliamentary Wing; so we do not get the priority..... Ultimately in the centralisation scheme it has gone out of our hand. We

do not get the priority. So we went to the Ministry. They had said that they will delegate the powers for Hindi and English also."

2.99 Asked whether the State Government Presses could not be utilised for printing the literature in regional languages—the State Press in Madras could be utilised for printing Tamil literature—the representative of the Publications Division stated, "The Government of a State does not come to our help actually. We get publications in different regional languages printed through private presses on a competitive quotation. Our delegation of powers by the Works, Housing and Rehabilitation Ministry says that we should get it done at competitive rates."

2.100 The representative of the Ministry was asked whether the rates were compared with those of Controller of Printing and Stationery. He stated, "They have delegated powers to us to operate on their scheduled rates but the scheduled rates were framed in 1947,—20 years ago and it is an obsolete rate. Those rates were revised in 1957. Still they are 10 years old and we know today the market is not the same. So we have to operate within 50 per cent above those rates. Above 50 per cent the Chief Controller of Printing & Stationery has the powers. We are not able to do within that. If it exceeds that, we have to go to the Ministry of Finance."

2.101. The Committee feel unhappy to note that the schedule of rates of printing framed in 1947 and revised in 1957 is still holding good even though the market rate has risen considerably. The result is that the Publications Division have to operate within 50 per cent above the scheduled rates and even then they are not able to do it within that ceiling and have to go to the Ministry of Finance.

2.102. In view of the fluctuating market rates and conditions, the Committee desire that the Department should have a permanent machinery to constantly review the rates of printing of various items and types of work and issue revised schedule of rates at least quinquennially. The schedule of rates now in operation since 1957 needs to be revised without any further delay.

2.103. As regards printing of publications brought out by the Publication Division, the Committee feel that an effort should be made to see whether it would not be possible to utilise the language presses of the various State Governments to bring out the literature in the regional languages by the Publication Division. This should be possible in case the State Government Presses have any unutilised capacity. The Committee hope suitable action in the matter will be initiated.

2.104. As regards the delegation of powers to the Publications Division for bringing out 20 prestige publications by printing them

through private presses, the Committee note that the Printing and Stationery Department are still printing these and the Publications Division have not exercised the powers delegated to them.

Printing jobs of Director of Advertising and Visual Publicity (DAVP).

2.105. With regard to the Director of Advertising and Visual Publicity (DAVP), it has been stated by the Ministry that in July, 1947, the late Department of Works, Mines and Power agreed to the Advertising Consultant (now DAVP) getting his printing jobs done through his own arrangements without reference to the then Controller of Printing and Stationery. The position was reviewed, on receipt of an Audit objection in 1953, and having regard to the nature of work undertaken by the Advertising Consultant, the Chief Controller of Printing and Stationery reiterated in 1954 his earlier clearance in regard to the Advertising Consultant getting his work printed through private printers on competitive tender basis without reference to him. At the instance of the AGCR, a formal letter was issued on 8th November, 1957 to the DAVP, with the concurrence of the Ministry of Works, Housing and Supply authorising him to get his printing work done through private presses, where necessary on paper supplied by printers, on competitive tender basis, without reference to the Chief Controller of Printing and Stationery. (CCP&S).

2.106. DAVP's printing jobs are entrusted only to those printers who are on the Directorate's panel drawn up on the recommendation of a Committee on which the CCP&S, the Publications Division, and the Ministries of Finance and Information and Broadcasting are represented. The DAVP has been delegated full powers to entrust any job upto Rs. 50,000 on the basis of lowest tender.

2.107. In a written note, the Ministry have furnished the following data about the quantum and value of work farmed out of private printers by the DAVP under their own powers in respect of which approval of the Chief Controller of Printing and Stationery to the rates was not obtained:

Jobs farmed out by the DAVP

Year	No. of items	Value in lakhs of rupees
1964-65	236	26.09
1965-66	300	40.16
1966-67	205	20.32

2.108. Referring to the large variations in the annual value of printing jobs done by the DAVP during 1964-65 to 1966-67, the Committee desired to know the authority which maintains a control over the amount of printing done by this Directorate. In reply, the representative of the Printing and Stationery Department has informed the Committee:

“The Information and Broadcasting Ministry and their Associated Finance sanction the budget for the DAVP. We have nothing to do.”

2.109. On being asked to indicate whether the Printing and Stationery Department have some say in the matter of rates or volume of printing being done by the DAVP, their representative has informed the Committee during evidence:

“The only way is that all printing, whether it is to be executed by Government of India presses or by outside presses, should be done through us.”

Explaining why the DAVP could not come under some kind of schedule, this representative has further stated:

“They are mainly doing quality jobs whereas we print ordinary books, manuals or forms. They are doing highly illustrated books or posters.”

2.110. Asked to state whether the DAVP is maintaining a schedule of rates for private printing and whether his rates compare favourably with those of printing jobs executed by the Chief Controller of Printing and Stationery through private presses, the Ministry have in a written note stated:

“The DAVP does not maintain any schedule of rates. Tenders are invited from approved panels of printers and the work is awarded on the basis of lowest valid tender, taking into account, the time, the nature of work and the reasonableness of rates.

No comparison of the rates of the DAVP for private printing is made with the schedule of rates maintained by the CCP&S. The main reason advanced by the DAVP is that jobs executed through private presses by the CCP&S on the basis of his schedule of rates are entirely different from those handled by the DAVP and that the existing schedules do not provide for rates for such work.”

2.111. When asked to clarify the powers of printing delegated to the DAVP, the representative of this Directorate has informed the Committee during evidence that upto Rs. 50,000, the DAVP has got his own authority for printing and this authority is for each item.

2.112. Explaining whether the concurrence of the Printing and Stationery Department on any of the items of printing is taken by the DAVP, this representative has further stated:

“We refer all individual jobs to the Controller of Printing and Stationery and we obtain a clearance from them. As soon as we get the requisitions from the indenting Ministries, we call for tenders and at the same time we send a copy of the requisition to the Controller of Printing and Stationery where the time of the opening of the tenders is clearly stipulated and we expect the Chief Controller of Printing and Stationery to let us know whether they will be in a position to do it through any of the Government presses and invariably we get a reply. Sometime back we were not getting a reply, but now we have been insisting that we should get a reply and they have been kind enough to give a reply that they will not be in a position to undertake it in Government presses. Then we give to the lowest tenderer.”

2.113. In reply to a query whether the DAVP is not paying excessively to private presses for his printing jobs and whether any of the officers of the Printing and Stationery Department should not be associated with the DAVP when tenders are decided, the representative has informed the Committee during evidence:

“We (DAVP) had correspondence on this and this has been sorted out long ago. This is an order from the Government:

‘I am directed to say that the President is pleased to authorise you to get the printing job done, wherever necessary, by private printers on a competitive tender basis without reference to the Chief Controller of Printing and Stationery.’

This is the authority on which we are operating.”

2.114. When asked to indicate how far it is possible for the Chief Controller of Printing and Stationery to turn out printing jobs of the DAVP with efficiency and in time so that the necessity of DAVP getting these jobs executed through private presses be obviated, the Ministry have informed the Committee in a written note that it has not been possible for the Printing and Stationery Department to

accept many of the DAVP publicity jobs for printing in the Government of India presses since they have limited capacity for this type of work. The DAVP jobs are invariably time bound and rush jobs which are mostly in regional languages. A lot of work is done by Photolitho in which area this department's capacity is limited. Even in the case of letter-press printing work, the quality required is of a high standard and printing in multi-colours. They require concentration of resources and special attention. Since the capacity in Government presses has not been found sufficient, acceptance of DACP jobs for execution in these presses within the time limit specified becomes difficult.

2.115. However, in order to handle DAVP jobs also in the Government of India presses, we have included provision for two Photolitho Units in our Fourth Plan proposals.

2.116. The question of executing some jobs of the DAVP in the Government of India presses was discussed in March, 1963, when it was decided that before the DAVP puts out jobs to tender, a list of jobs should be submitted to the CCP&S fortnightly. The CCP&S held monthly meetings with the officers of the DAVP to decide as to which job could be executed in the Government of India presses and, thereafter, determine the overflow that had to be farmed out to private printers by the DAVP. This was considered necessary for two reasons, to give the CCP&S an idea of the type and total load of jobs the DAVP gave out and to utilise to the extent possible the resources in the Government of India presses for the execution of such jobs. This practice lapsed slowly and the procedure now followed by the DAVP is slightly different. While calling for tenders from private presses for a job the DAVP now endorses a copy of the notice to the CCP&S to enquire whether it is possible for a Government of India press to execute the particular job within the prescribed time limit. On receipt of no reply or a negative reply, the DAVP farms out the job to a suitable private press on the basis of tenders.

2.117. It is argued by the Ministry that once a decision has been taken to farm out a job by the DAVP, the CCP&S has no further responsibility in the matter. The printing jobs are, however, entrusted by the DAVP only to those private printers who are on that Directorate's panel. This panel is drawn up on the recommendations of a committee on which the CCP&S, the Publications Division and the Ministry of Information and Broadcasting are represented. The DAVP has full powers to enter into contracts for any amount. His power to issue financial sanction is, however, limited to Rs. 50,000 per job.

2.118. In the course of evidence the representative of the Printing and Stationery Department stated, "As far as this control of the Chief Controller on DAVP publications is concerned, merely sending us a copy of the requisition is not enough." The representative of the DAVP explaining the position stated, "Some time back there was a note from the Works and Housing Minister telling us that we should make a reference of all the jobs to the CCP&S, get his clearance and then entrust the work to private press. Subsequent to that we were meeting once a month and we explained to them our difficulties. Then it was decided that we should see the Deputy Controller and we used to have a sort of meeting in the same place where our office is located. Subsequently, we found that the Deputy Controller was not giving his decisions on the spot and they put us on to the Controller. Then Controller had his own difficulties. In the case of publicity items sometimes we are asked to execute a job within 24 hours and most of our jobs are quality jobs. We explained to them our difficulties and appreciating our difficulties they said that simultaneously tenders could be called and a copy could be sent to them. So, along with the tenders that we issued simultaneously we asked them to let us know whether they could undertake it and there is time enough for them to refer to all the presses. After the tenders are received we take another week or 10 days to finalise them. Suppose it is beyond Rs. 50,000, it is to go to the Ministry which means another 15 days. In fact for the past two years, we have been getting only a negative reply from the CCP&S."

2.119. The Committee wanted to know if it would not be desirable to associate an officer of the CCP&S when the DAVP decided upon the tenders. The representative of DAVP stated, "If they would like to come, we have no objection. But one point is that tenders are finalised at different timings and I do not know whether they would be in a position to come every time." The representative of the Printing and Stationery Department stated, "We can associate an officer but I do not see any particular advantage that we will get out of it. The point is keeping a check on the DAVP that they do not give the private printers a job that can be done within the time schedule in a Government Press. For that the DAVP should give us a reasonable notice and should get the clearance from us sufficiently in advance and not merely send a copy of the tenders and call us when they have made up, their mind that a particular thing will go to the private press."

2.120. The Committee note that the Director of Advertising and Visual Publicity (DAVP) jobs are invariably time hound and rush jobs mostly in regional languages and the capacity in Government presses has not been found to be adequate enough for acceptance of

DAVP jobs for execution within the time limit specified. They further note that while calling for tenders from private presses for a job the DAVP now endorses a copy of the notice to the CCP & S to enquire whether it is possible for a Government of India press to execute the particular job within the prescribed time-limit. The Committee desire that this present practice of simultaneous notice should continue for the time being and the work should be given to the Government of India presses if they can do the job in time.

2.121. In the meantime the Committee hope that it will be possible for the Printing and Stationery Department to have their plan for two photolitho units implemented during the Fourth Plan for which proposals have been made in order to handle DAVP jobs also in the Government of India presses. The Committee trust that this proposal has been made after carefully assessing available capacity for photolitho work in the country.

2.122. The Committee note that no comparison of the rates of the DAVP for private printing is made with the schedule of rates maintained by the CCP & S, the main reason being that jobs executed through private presses by the CCP & S on the basis of his schedule of rates are entirely different from those handled by the DAVP and that the existing schedules do not provide for rates for such works. The Committee would like the DAVP to ensure that special care is taken, in view of the fact that their rates are not comparable to the schedule of rates, to see that the rates charged from them by the private printers are reasonable and competitive.

(iii) Job-costing in Government Presses

2.123. In a written note, the Ministry have informed the Committee that Shri G. P. Shahni, the then Officer on Special Duty in the Cabinet Secretariat, O&M Division (now Department of Administrative Reforms) was deputed in 1957-58 to enquire into the working of the Printing and Stationery Department and to suggest ways and means for improvement. The nature of the investigation by Shri Shahni had been one of the O&M organisational and managerial surveys whose objectives would be work simplification and work measurement. The Ministry held the opinion that Shri Shahni did not go into the various proposals but made recommendations on the basis of the views held by the officers of the Printing and Stationery Department and hence the recommendations made by him in his report (1957-58) could not be treated as impartial. It was also observed by the Ministry that they were already pursuing most of the recommendation made by Shri Shahni.

2.124. The report of Shri Shahni *inter alia* recommended that "with regard to cost control" individual job costing system should be tried in a Government of India Press. It has been stated that as per recommendations of the Shahni Committee a pilot scheme was introduced in Government of India Press, New Delhi, but it has not worked satisfactorily. The whole costing system in the presses is being looked into at present by a team of officers appointed by the Ministry. The Cost Study Team comprises of the following members:

- (1) Deputy Secretary in the Ministry of (erstwhile) Works, Housing and Supply (now Health and Family Planning and Works, Housing and Urban Development) as Chairman;
- (2) Project Officer (Printing) in the Office of the Chief Controller of Printing and Stationery; and
- (3) a Cost Accounts Officer of the Ministry of Finance.

This team has been set up to investigate costs of production in the Government of India presses and their comparison with costs in the private sector.

2.125. The team was required to complete their work and submit the Report by October, 1968. Now it is expected to submit its report by the end of March, 1969.*

2.126. Questioned about the reasons for not pursuing the recommendations of the Shahni Committee for almost ten years, the representative of the Ministry has informed the Committee during evidence that necessary staff for the job could not be sanctioned and therefore that work was given up.

2.127. It has been stated by the Ministry that in cases where the departments are authorised to farm out their printing work directly to private printers, rates are approved by the Chief Controller of Printing and Stationery. When asked to indicate the basis on which the rates of printing by private printers are approved by the Printing and Stationery Department, the representative of the Ministry has informed the Committee during evidence that the tenders are compared with the schedule of rates maintained in that Department. The rates for private printing are not compared with the rate of printing in the Government of India presses.

2.128. When asked to indicate the cost of printing in a Government of India Press, for example, per page, the representative of the

*At the time of factual verification, the Ministry have stated as under:
 "The term of the Cost Study Team has been extended beyond March, 1969 to the 30th April, 1969."

Ministry has informed the Committee that as far as their costing system is concerned, there is no job-wise costing of work done.

2.129. On being specifically asked to indicate whether the total cost of administration of the printing wing of the Printing and Stationery Department as also the total production of printing jobs can in some way be related so that an idea can be had of the economics of printing in Government presses as compared to private presses, the representative of the Ministry has informed the Committee:

"In some case we do know the cost. We do a few forms and we do know the costing. In Aligarh the printing of forms is cheaper than the rates that we obtain from the private presses.

As far as private presses are concerned, a majority of them do not have the costing system. Only a few of them have it. But, they are not going to tell us as to what their costing system is."

2.130. Explaining the point further, the representative of the Ministry has stated during evidence:

"I have not said there is no cost system at all. There is a cost system duly approved by the Comptroller and Auditor General of India. But the cost system provides for account of Budget Heads of Account. What I said was that we do not have job-wise costing system, we do not have a costing system for each job, for which we ought to know what is the salary, pension contribution, leave salary, contributions, overheads, depreciation of machinery etc. It means clerical work."

2.131. When asked to indicate whether in the present system of allocation of cost to budget heads, a slip for a particular job is issued and as the job changes the slip changes, entailing one additional posting of the same slip in case of change over to job-costing system, the representative of the Ministry has informed the Committee during evidence:

"I will make it clear, the system of accounting is like this. We have been running our presses like service departments so that when a job comes in and a number of people work on the job, each man has a time sheet. He records the time and there is no separate slip for each job. From these, all are posted continuously headwise.

It is not going job-wise. At the end of the month we know how much work has been done continuously under a particular budget head. If I want to have a job-costing system to evaluate the job there will be so many entries and then isolation of these things job-wise and also process-wise."

2.132. Clarifying if it is not that every entry being posted now under one head, will have to be posted under one additional head under the job-costing system, the representative has further stated:

"Linking up of the thing will be difficult. We found it a colossal task because in trying to I have got to rationalise and change the system. This thing is being gone into by the costing study team as to what extent the change is necessary and what types of changes are necessary for a job-costing system to be introduced."

Comparative rates of printing in Government and private presses

2.133. The Committee desired to know if job-costing was not necessary for deciding whether the expansion of the central printing organisation under the Ministry was to the advantage of the Government and the people. Clarifying the point the representative of the Ministry has informed the Committee during evidence:

"This point was also raised by the Public Accounts Committee and we did say that we would try to work it out. Government have appointed a committee to go into this. They are going into whether job-wise costing will bring about economies or not. Or whether the costing of government presses will be cheaper as compared to the private presses and so."

2.134. The recommendations of the Public Accounts Committee referred to is as follows:

"The Committee hope that early action will be taken to set up the team to devise a method of working out the cost of publications printed in Government presses. They suggest that periodical reviews should be undertaken to assess the cost of printing in Government of India presses *vis-a-vis* private presses with a view to improving the efficiency of Government presses."

2.135. When asked to furnish the comparative rates of printing of different kinds of jobs in the Government of India presses as compared to the rates in the private presses, the Ministry have informed the Committee in a written note:

“No comparison is made of the cost of printing in different Government of India presses with the cost of printing in private presses, as such a comparison will not be realistic for the following reasons:—

- (i) As far as we are aware, there is no uniform system of costing followed by private presses. The pricing by them is a matter of policy and not of actual costs.
- (ii) The Government of India presses are run as a service department and, in the matter of acceptance of a job, the presses have no choice at all, whereas private printers do not accept any unremunerative work.
- (iii) The Government of India presses are required to do certain jobs of the Ministry of Defence and of the Parliament and printing works of a secret nature, which require special security arrangements.
- (iv) Works of extremely urgent nature also have to be accepted and executed in Government of India presses within rigid time schedules, necessitating payment of heavy overtime allowances.
- (v) Working hours in some of the Government of India presses are 44 hours per week in the day shift and 38 hours per week in the night shift, as compared to 48 hours work in private presses.
- (vi) As a model employer, Government gives its employees several amenities like subsidised housing, medical facilities, leave travel concession, children's education allowances, etc., which are not ordinarily enjoyed by employees of private presses.
- (vii) As rates quoted are a matter of policy of individual firms, there is no standard yardstick by which it can be compared. Moreover, printing rates fluctuate considerably during 'lean' and 'peak' periods.”

2.136. The Committee feel perturbed to learn that the then Officer on Special Duty in the O & M Division, Cabinet Secretariat, who was deputed in 1957-58 to enquire into the working of the Printing

and Stationery Department "did not go into the various proposals but made recommendations on the basis of the views held by the officers of the Printing & Stationery Department and hence the recommendations made by him in his report could not be treated as impartial". If this was the view held by the Ministry, the Committee fail to understand why this matter was not brought to the notice of the Head of the Organisation & Methods Division in the Cabinet Secretariat and a new organisation and method study carried out immediately.

2.137. The Committee are also unhappy that although in 1957-58 individual job costing system was to be tried in the Government of India Press, New Delhi, it could not be implemented as no staff for this work was sanctioned.

2.138. In view of the arguments advanced by the Ministry in justification of their statement that "no comparison is made of the cost of printing in different Government of India presses with the cost of printing in private presses, as such a comparison will not be realistic", the Committee do not understand why in that case a Cost Study Team has been appointed "to investigate costs of production in the Government of India presses and their comparison with costs in private sector." The Committee are of the view that the question of introducing job costing system in the Government of India presses has not at all been given the importance it deserves, during the past ten years.

In the opinion of the Committee it is essential to have individual job costing system in the press without which there can be no dependable basis as regards the economics and utility of getting the work done through Government presses vis-a-vis private press or for the expansion of the existing Government presses or for the installation of new presses. The Committee feel that re-organisation of the functions of the Government of India presses for the purpose of rationalisation to improve their efficiency and to introduce economy in production is overdue.

Schedule of rates for private printing

2.139. On the basis of the Ministry's statement that there is no system of job-wise costing in the Government of India presses, the Committee desired clarification on what basis the rate for private printing is fixed by Government. The representative of the Ministry has informed the Committee during evidence:

"We have got schedule for printing in a standard form. We have also obtained the rates for it. We are also revising

the schedule of rates. We have appointed an Officer on Special Duty to revise the schedule of rates."

2.140. The representative has further informed the Committee:

"It was prepared some time in war-time. Then it was revised some time in 1957 on *ad hoc* basis. Since then we have been thinking of revising it. We have only recently appointed an officer to do so, and he is on it."

2.141. When asked to indicate for how many years the quotations that were received by the Printing and Stationery Department were very much higher than the existing schedule of rates, the representative of the Ministry has informed the Committee:

"We have found in the last seven or eight years that the increase in certain types of work has been very much, even over hundred per cent, but in some small items of work it is almost equal or small per cent above the schedule of rates."

2.142. The Committee desired to have a detailed note indicating when the schedule of rates for private printing was first prepared, how many times thereafter it was revised, and when the necessity for revising it again was felt, when the request for appointment of a Special Officer to be put on the job was made and when the request was approved and then the incumbent was put on the jobs. In reply, the Ministry have informed the Committee as under:

"The Schedule of Rates first came into existence early in the year 1942. The rates were made applicable to all classes of presses, big or small, and orders were placed at these rates on them straight-away for the printing of work of non-confidential nature without inviting tenders every time. In the year 1944, it was decided to draw up two separate schedules of rates—one for the bigger presses and another for the smaller presses. Accordingly, fresh tenders were invited and two schedules, called schedule 'A' and schedule 'B', were drawn up. This came into force in August 1945. In course of time, the scheduled rates come to be regarded un-attractive by the printing industry and most of the private presses expressed their unwillingness to undertake Government printing work at these rates. The post-war inflationary tendencies contributed in a great measure to the increase in printing rates in the private sector. Government considered this carefully and an *ad hoc* increase of 33-1/3 per cent on the rate of composing and 20 per cent on printing over the

scheduled rates was sanctioned. This increase came into effect after the 14th February, 1947. Even after this increase, printing rates continued to rise further, primarily due to the increase in prices of materials, wages, etc. After considering all the aspects of the problem, Government agreed (in May, 1949) to an enhancement of 50 per cent over the basic schedule of rates and desired that the question of any further revision might be taken after a year. As this 50 per cent 'surcharge' was considered misleading, it was decided to merge it with the basic schedule of rates. The schedule of rates was printed for the first time in 1956 and converted into decimal coinage which came into force with effect from 1st April, 1957. Thereafter, there has been no revision so far.

2. The necessity for further revision of the schedule of rates was increasingly felt since 1962 when it was found that the rates quoted by private printers on tenders were in many cases even more than 50 per cent higher than the scheduled rates, which is the limit upto which the CCP& S, under the powers delegated to him, could place orders on private presses on tender basis. As rates quoted exceeded this limit, frequent references by the CCP&S had to be made to Government for approval of tendered rates. Therefore, the CCP&S proposed in April, 1967 for the appointment of an Officer on Special Duty solely for the purpose of revision of the schedule of rates on a more realistic basis than by mere invitation of tenders or by allowing *ad hoc* increases over the existing rates as had been done hitherto. For reasons of economy, the post could not be sanctioned in that year but was sanctioned on the 4th June, 1968. The incumbent was put on the job on the 24th August, 1968."

2.143. Clarifying the question as to since which year rates about 50 per cent above the schedule of rates are being paid to private printers, the Ministry have stated that the increased rates, as incorporated in the existing schedule, i.e. 50 per cent over the original schedule of rates, are being paid to private printers from 2-5-1949. Since October, 1962, Chief Controller of Printing & Stationery was given powers to farm out work upto 50 per cent over and above the revised schedule.

2.144. When questioned whether the schedule of rates include the cost of paper, board and binding etc. or these charges are met sepa-

rately and whether the Government departments, in any of these cases, supply paper to the private presses, the Ministry have informed the Committee that quotations are normally invited by indentors without paper, as paper is usually supplied by Government departments who mostly obtain it from the Stationery Office. There are, however, special items like tag-labels, special envelopes, identity cards, etc., which are items not commonly used and for which raw material may not be readily available in Government stock. In such cases, indentors invite quotations inclusive of the cost of materials.

2.145. The cost of such paper, board and binding materials as are used by the printers themselves is compared with the rates of the Government of India Stationery Office, plus 14 per cent handling and incidental charges. In other words, the cost of paper, etc. quoted by a private printer is considered reasonable if it does not exceed the Stationery Office cost of similar material by more than 14 per cent.

2.146. The Committee are surprised to note that the rates for private printing now being maintained by the Ministry with reference to which acceptance of tenders for printing jobs being farmed out to private presses is decided by Government, first came into existence as early as 1942 and that these rates were modified on ad hoc basis in 1947 and in 1957 after which there has been no revision of these rates.

2.147. It is all the more surprising that even though "50 per cent over the original schedule of rates are being paid to private printers from 2-5-1949" and "the necessity for further revision of the schedule of rates was increasingly felt since 1962 when it was found that the rates quoted by private printers on tenders were in many cases even more than 50 per cent higher than the scheduled rates", the incumbent proposed to be appointed for the revision of the schedule of rates on a more realistic basis in April, 1967 was actually put on the job on the 24th August, 1968 only.

2.148. The Committee are also surprised to note that Government have been farming out certain types of printing jobs to private presses in the last seven or eight years at rates which are even over hundred per cent above the schedule of rates. Therefore, the Committee cannot help reaching the conclusion that the schedule of rates maintained by the Department for private printing has no relation whatsoever to the realities of the situation. The Committee hope that the Officer on Special Duty solely appointed for the revision of schedule of rates on a more realistic basis will complete his job expeditiously and that a periodical review will be undertaken.

to assess the cost of printing in Government of India presses vis-a-vis private presses with a view to improving the efficiency of the Government presses.

(iv) Out-side Printing Organisation

2.149. The Committee have been informed that prior to 1947, the Manager, Government of India Press, Calcutta used to farm out printing jobs beyond the capacity of government presses to outside agencies direct. As this farming out jobs involved scrutiny of legal aspects, examination and analysis of tenders, drafting of agreements etc. and as the Managers did not have the time or the facility for this additional work, the Outside Printing Organisation at Calcutta was created initially as a separate section under the headquarters office to arrange printing through private presses. The Outside Printing (O.P.) Organisation as a separate entity has been functioning from 17th October, 1947, when it was placed under the charge of an Assistant Controller, Printing. The administrative control of the Outside Printing Organisation was subsequently transferred to the Manager, Government of India Forms Stores and the Press with effect from 24th July, 1956.

2.150. Explaining the functions being performed by Outside Printing Organisation, the Ministry have informed the Committee that this Organisation farm out printing jobs to the private printers either on *ad hoc* tender basis or places print orders under the Triennial Rate Contract for Posts and Telegraph forms and arranges Scrutiny and payment of bills therefor. The triennial rate contract is entered into by this organisation on all-India basis. At present the triennial rate contract 1966-69 is in operation. In this contract, 297 kinds of essential P&T forms have been included. The requisitions for the P&T forms are received from the Superintendent Postal Stores Depot, Calcutta. In addition to P&T forms, some forms of the civil and defence departments, certain periodicals and some jobs in regional languages are also printed through this organisation on *ad hoc* tender basis. Among these publications being executed through the Outside Printing Organisation the Monthly Statistics of Foreign Trade of India and the Indian National Bibliography of National Library are two important items.

2.151. Giving further details about the triennial contract entered into by the Assistant Controller, Outside Printing (ACOP), the Ministry have informed the Committee in a written note that the demands for essential forms are received from the P&T Department and screened with a view to seeing which of them could be printed in the Government presses. For printing jobs which cannot be

accommodated in the Government presses, tenders are invited on all-India basis by advertisement. Acceptance of tenders is then decided by an *ad hoc* committee consisting of the Chief Controller of Printing and Stationery and the representatives of the Ministries of the Health and Family Planning and Works, Housing and Urban Development (Department of Works Housing and Urban Development) and Finance. A representative of the P & T Department attends this meeting. On the basis of their decision, a contract is entered into with various printers for a period of three years for a number of P & T forms. Print orders are placed during the currency of the contract as and when required.

2.152. The following statement showing the jobs (P & T forms) executed under the triennial rate contract during the period from 1965-66 to 1967-68 has been furnished:

Details of the jobs (P&T forms) executed :

Year	Loose forms (in terms of copies)	Book forms (in terms of copies)	Value in rupees
1965-66	9,28,25,272	34,65,505	2,43,433·15
1966-67	5,06,94,508	19,38,080	1,61,119·90
1967-68	6,50,04,659	32,31,673	2,46,784·75
TOTAL	20,85,24,439	86,35,258	6,51,337·80

Details of the jobs (non-P&T Forms) executed on ad hoc tender basis :

Year	Loose forms (No. of copies)	Book forms (No. of copies)	Value in rupees
1965-66	8,23,426	4,82,492	3,35,231·08
1966-67	11,99,250	3,19,966	2,11,969·68
1967-68	9,50,450	2,04,505	2,00,057·63
TOTAL	29,73,126	10,06,963	7,47,258·39

2.153. Initially, the charges for all jobs are met by the Printing and Stationery Department from its budget grant and subsequently,

debts in the case of P & T forms are raised against the P & T Department and in the cases of other paying departments, the debits are raised against the departments concerned.

2.154. The sanctioned strength of staff of the Outside Printing Organisation at Calcutta is as under:

Assistant Controller, Printing	1	
Overseer (Progressing)	2	
Accountant	1	
Head Clerk	3	
UDC in-charge	4	
U.D.C.	21	
L.D. Clerk	27	(including 4 leave reserve)
Duftry	5	
Paper counter	4	
Peon	7	(including 1 leave reserve)
Farrash	1	
Chowkidar	1	
Sweeper	1	
TOTAL	78	

The annual expenditure for the organisation for the last three years is as shown below:

	1965-66	1966-67	1967-68
	Rs.	Rs.	Rs.
Establishment	2,35,824·95	256,089·20	2,73,724·93
Other charges	5,608·12	4,888·24	5,045·08
	2,41,433·07	2,60,977·44	2,78,770·01

2.155. The Committee desired to be informed of the necessity of the Printing and Stationery Department to have a separate set-up which is fairly expensive, instead of allowing the P & T Department to manage the work themselves. The representatives of the Ministry has informed the Committee during evidence that the Outside Printing Organisation was set up in 1947 to take over the overflow of printing works of P & T Department in Calcutta region. In Cal-

cutta there are presses which have been printing these forms since 1924. There was no forms press except the one at Aligarh and at that time private printers only used to do all the P & T forms.

2.156. In reply to the question whether the Aligarh Government Press authorities are in a position to do the P&T work which is now being done at Calcutta by the Outside Printing Organisation independently, the representative of the Ministry has informed the Committee during evidence:

“Aligarh printing press does P&T work independently, but not all of it. P&T work is far in excess of the capacity of Aligarh Press. Aligarh is fully occupied. The Calcutta (Outside Printing) Office is doing the work of farming out whatever work is offered by the Government of India, whether of P&T or of any other department.”

“If I may explain a little further, there are 831 essential forms to be printed. We scrutinise them. We consult other (Government) presses also, not only Aligarh. Nasik has a forms wing; Santaragachi Press has a forms wing. We consult them also whether they would be able to take up some portion of this work.”

“P&T forms are printed at Aligarh, nearly 3000 tonnes of them; then, at Nasik, 2000 tonnes; 500 tonnes are printed in Santragachi, Calcutta.”

2.157. In reply to the query whether this Outside Printing Organisation is not adding unnecessary overhead charges, the representative of the Ministry has informed the Committee during evidence:

“With the insistence of the P&T Department to print trilingual forms, — in English, Hindi and a regional language — we may have to strengthen this outside printing organisation and probably open one in Madras and another in Bombay to take care of this.”

2.158. In reply to a query whether it is possible to centralise the job of printing P. & T. forms at one place rather than getting them done at Aligarh, Nasik and Santragachi as at present, the Ministry have informed the Committee that the volume of work of printing of P. & T. forms is too large for any single Government Press to handle. Moreover, these forms are required all over the country. Regional arrangements for printing and distribution are administratively inevitable and costs on storage and transport are also claimed to be less. Centralisation of the job of printing P. & T. forms is not considered desirable by the Ministry.

2.159. Commenting on the feasibility of amalgamating the Outside Printing Unit in the Office of the Chief Controller of Printing and Stationery and the Outside Printing Organisation at Calcutta, the Ministry have informed the Committee in a written note that the Outside Printing Organisation at Calcutta receives requisitions for P. & T. forms from the Superintendent Postal Stores Depot, Calcutta, who stocks and distributes P. & T. forms required by P. & T. circles in that area. In the triennial rate contract, the private presses on whom orders are placed are mostly located near-about Calcutta and the Outside Printing Organisation, Calcutta, stocks and issues paper and binding materials to them. The Assistant Controller, Outside Printing has also to inspect periodically the presses, keep a continuous account of paper and materials with the printers so as to ensure that they are well within the amount of insurance cover, scrutinise bills and pass them. Thus, for the smooth working of the printing and supply of P. & T. forms to the P. & T. circles in the Calcutta region, it is desirable that the Outside Printing Organisation should be located in Calcutta itself instead of in Delhi.

2.160. The Committee note that in view of the needs of the P. & T. Department for forms all over India, regional arrangements for their printing and distribution, and storage and transport are inevitable and hence centralisation of the job of printing P. & T. forms is not considered desirable by the Ministry. On the other hand the Ministry feel that they have to strengthen the Outside Printing Organisation at Calcutta and probably open new offices in Madras and in Bombay with the insistence of the P. & T. Department to print trilingual form. The Committee hope that any expansion of the existing organisation or opening of similar organisations in other areas will be considered only if it is found that the new presses proposed to be set up by the Ministry would not be able to meet the requirements for P. & T. forms and other work of the Government that is being done by the Outside Printing Organisation at present. The Committee further hope that the expenditure involved in the expansion of the organisation, when it is absolutely unavoidable, should be kept to the minimum commensurate with efficiency.

2.161. The Committee note from the statements furnished that the cost of printing P. & T. forms executed under the triennial rate contract during the period from 1965-66 to 1967-68 is Cheaper as compared to non-P. & T. forms executed during the same period on ad hoc tender basis. The Committee would like the Ministry to analyse the causes in order to see if cheaper rates than at present could not be obtained for getting the non-P.&T. forms printed through private presses.

(v) Method of Execution

Production capacity and short-fall

2.162. It has been mentioned earlier in this Chapter that about 30 to 31 per cent of the total value of printing jobs of the Government of India is being executed through outside printing agencies. With a view to determining the justification of this large volume of printing jobs being framed out to private printing presses, the Committee desired information about the optimum capacity of the Government presses and whether the presses are being utilised to their optimum capacity and the factors taken into consideration for determination of this optimum.

2.163. For an assessment of efficiency or the rated capacity in the presses, the mechanical composing and printing are the two most important productive centres in a press. The following working figures have been arrived at by the Ministry for the Government of India presses under their control:

Sl. No.	Name of G.I. Press	Mechanical composing output capacity in terms of Royal Octavo pages	Printing Annual output capacity (in crores) in terms of sheet impressions
1	2	3	4
1.	Government of India Press, K.S. Roy Road, Calcutta	84,284	6.85
2.	Government of India Press, Rashtrapati Bhavan, New Delhi	4,595	0.81
3.	Government of India Press, Simla	78,324	3.64
4.	Government of India Press, Aligarh	8,650	19.65
5.	Government of India Press, New Delhi	2,01,040	15.35
6.	Government of India Press, Temple Street, Calcutta	4,325	12.43
7.	Government of India Press, Nasik	1,02,297	20.60
8.	Government of India Press, Nilokheri	8,650	4.00
9.	Government of India Press, Faridabad	1,10,946	6.34

1	2	3	4
10. Government of India Press, Gangtok	.	4,325	1·15
11. Government of India Press, Santragachi	.	32,568	25·07
12. Government of India Press, Coimbatore	.	47,838	11·53
13. Government of India Press, Koratty	.	..	5·69
TOTAL		6,87,842	133 crores

Actual Annual Production

1. 1965-66	77·08 crores
2. 1966-67	75·91 „
3. 1967-68	81·37 „

2.164. Asked to explain the big gap between the printing capacity and the actual production in the Government of India presses, the representative of the Ministry has informed the Committee during evidence:

“We made a rough assessment taking into consideration certain variables. We tried to assess the capacity on the basis of the character of work, but if that character of work gets altered, naturally there is drop in production. We went on certain assumptions and have now asked the Managers (of Government presses) to report back how far our assumptions have really been correct. They have made an assessment and we are actually making a productivity study whether the basis of assessment made by us really bear any relation to actuals.

I have some figures. In the case of composing room we find the efficiency is now about 83 to 98 per cent providing that the assumptions are right. But when it comes to printing section, it is less and that is why we find the variations are there.”

2.165. With regard to the basis of their calculation of the data about the optimum capacity in the Government presses, the representative has stated further:

“The (above) 133 crores in terms of sheet impressions that they (government) had given is on the basis of the assump-

- tion that all the presses would work 1.8 shifts. In some cases the presses are not yet started working the second shift.

Now, we have for the benefit of the Committee here tried to get more figures in the matter as to what extent we are right and how far our productivity really is with reference to actuals. We have calculated these figures on the basis of the peak efficiency. Now, people in the Government presses do not work to that peak efficiency. We have found in Calcutta it is about 68 per cent, in Simla it is 87 per cent, in Aligarh it is 81 per cent, showing that our own assessment is not bad and the level of productivity of the people is not bad. But when we come to another press in New Delhi, it is less, showing that the out-turn is less and our assessment is too optimistic."

Second Shift in Government Presses

2.166. On being asked to analyse further the likely addition to output from the extra point shift both on the composing and the printing side, the Ministry have informed the Committee in a written note:

"In August, 1964, a crash programme for increasing printing capacity in the existing Government presses, during the last year of the Third Five Year Plan, namely, 1965-66, was submitted to Government and the Planning Commission. In addition to schemes for replacement of existing old machines, installation of new machines, etc., it was also suggested that 80 per cent of the printing machines of the government presses at Faridabad, Nasik, Aligarh, Santragachi and Nilokheri be worked in the second shift. The printing machinery in other presses was already running to this extent. Government approved the proposals in principle. The Planning Commission also approved the proposals in February, 1965 for advance action during 1965-66. The proposals for addition to plant and machinery could only be accommodated in the plan. The additional shifts were to be run as non-Plan items.

2.167. During this period, there was a ban on creation of posts. In view of this, draft proposals obtained from the Managers were

subjected to detailed scrutiny and were forwarded to Government and were approved by them on different dates as indicated below:

Sl. No.	Name of press	Date of proposal	Date of sanction
(1)	Government of India Press, Faridabad	6-11-65	18-12-65
(2)	Government of India Press, Santragachi	29-9-66	11-10-66
(3)	Government of India Press, Aligarh	4-7-66	11-10-66
(4)	Government of India Press, Nasik	14-7-66	11-10-66
(5)	Government of India Press, Nilokheri	The proposal was received from the A.M. (Tech.) Nilokheri on 14-10-65 and, on relaxation by Government of the ban on creation of posts, sanction was issued by Chief Controller of Printing and Stationery to the creation of the additional posts on 24-3-66.	

2.168. The following presses are running a second shift to the extent found to be practicable for balanced production between their composing machine and bindery branches, relative to the volume and nature of work, required to be done in those presses:

- (1) Government of India Press, Minto Road, New Delhi.
- (2) Government of India Press, Faridabad.
- (3) Government of India Press, Simla.
- (4) Government of India Press, Nasik.
- (5) Government of India Press, K. S. Roy Road, Calcutta.
- (6) Government of India Press, Aligarh.
- (7) Government of India Press, Nilokheri.
- (8) Government of India Press, Gangtok.
- (9) Government of India Press, Temple Street, Calcutta.
- (10) Government of India Press, Santragachi.

Second shifts have not been introduced in the Government Press at Coimbatore and Koratty. These presses are comparatively new

establishments—the one at Coimbatore having been commissioned in January, 1964 and the other at Koratty, in October, 1966. A second shift can be introduced only after providing full complement of staff, etc., to work a complete first shift. Proposals for introducing second shifts in these presses to the extent of utilisation of 80 per cent of the existing printing machines are under consideration now.”

2.169. The Ministry have further indicated that the actual sanctioned strength in the night shift being short of full utilisation of 1.8 shift, the optimum capacity figures would necessitate a downward revision as indicated below:

“Figures of optimum capacity in Government Presses:

	Mechanical composing (converted into Royal Octavo pages)	Printing (in sheet impressions)
	lakh	crores
Capacity based on 1.8 shifts	6.89	133
Capacity based on cent per cent day shift and the actual sanctioned strength in night shift	5.27	121.27

2.170. It has been stated that the average performance in respect of mechanical composing sections ranges from 88.8 to 94 per cent of the capacity for the three years. This should be considered as reasonably good.

2.171. As regards printing, the average for all the presses comes to about 64 to 67 per cent for the three years. The efficiency in the different presses ranges from 35 to 100 per cent. The lowest is in New Delhi Press which handles by and large all secret work, Parliament work and urgent jobs. The main reasons for the short-fall are:

- (a) Most of the jobs received are of short-run nature which increases the make-ready time (non-running hours) and, consequently, reduces the machine running hours.

- (b) 60 to 75 per cent of the jobs executed in this press are of a priority nature. Certain jobs like bills, proclamations, extraordinary gazettes etc., have to be printed and delivered on the same day of their receipt or next day and machines have to be kept waiting to receive them."

2.172. On being asked to clarify whether due regard has been given to 'make-ready-time' in deducing the composing capacity of about 7 lakh pages and the printing capacity of 133 crores in sheet impressions, as indicated earlier, the representative of the Ministry has informed the Committee during evidence:

"Make-ready-time has been accounted for. In determining capacity we have taken into account several factors, including make-ready-time. In the case of forms work, where we have long-run-printing, which is different when compared to book work or mixed type of work, we have allowed a certain percentage for make-ready. On verifying this percentage with actuals, we find that they are not realistic and that accounts for this big gap between what is expected and what we have got. Actual printing output is directly related to the number of forms printed. This is a variable factor, whereas when we estimate capacity we assume that we shall be having 25 per cent of the time spent on make-ready for forms.

For one type of work we have taken that (25 per cent of the production time as make-ready-time). We have three types of work, viz., forms work, book work and mixed work. Make-ready-time allowed for form work is 15 per cent, for book work it is 30 per cent and for mixed work it is 25 per cent."

2.173. In reply to the question whether they have any forms indicating the machine-time taken, the representative of the Ministry has informed the Committee:

"We have now introduced a form from which we can get the proportions between the total time for which the people are employed and the total time spent on production and total time spent on non-production."

The Committee were also informed that this has been introduced about a year ago.

2.174. Asked to indicate whether the introduction of the new form is part of the productivity determination in the Government of India presses, the representative of the Ministry has informed the Committee during evidence:

“The Department has taken it up. We have been feeling the need for tackling the question of capacity-determination for some time now. The technical officers have now got down to this and worked out a tentative formula. This work is also to be taken up by the National Productivity Council.”

2.175. The Ministry have further stated in a note that “this matter also figured as a subject of discussion before the Public Accounts Committee. It was decided to refer this matter to an outside expert body, the National Productivity Council. The Council is about to undertake this task. A team of a technical officer and staff has also been sanctioned for this purpose.”

2.176. The Committee are surprised to note that until now the Ministry do not have the rated capacity of production in the Government of India Presses based on a scientific assessment of job capacity both in the composing and printing wings of these presses and that only recently this question has been referred by them to the National Productivity Council. The Committee feel that, in the absence of such vital information, it is difficult to assess properly the need for expansion of existing capacity|installation of new capacity.

2.177. The Committee note that while the average performance in respect of mechanical composing sections ranges from 88.8 per cent to 94 per cent of the capacity, with regard to the printing performance, the average for all the presses comes to about 64 per cent to 67 per cent. The Committee would like the Government to examine whether there is any imbalance in the performance between these two sections, and if so, it should be remedied.

2.178. The Committee hope that the National Productivity Council will also consider the percentage of make-ready-time etc. which should be allowed for purposes of achieving higher degrees of production in the Government of India Presses.

2.179. The Committee note that ten Government of India presses are at present running a second shift to the extent found feasible. However, a second shift has not been introduced at the new establishments at Coimbatore commissioned in January, 1964, and at Koratty commissioned in October, 1966. The Committee suggest

that in order to make fuller utilisation of the existing capacity in the Government presses, second shifts should be introduced in these two presses without delay.

The Committee desire further that in future, provision should be made for introducing the second shift in the new Government of India presses from the time they are commissioned.

2.180. Pending the assessment of the rated capacity on a scientific basis by the National Productivity Council, to whom the matter has been referred, (the Committee suggest that the Department should continuously keep a watch over the performance of the Presses, both in the composing and the printing wings, and whenever a significant fall in production below the existing norms is noticeable, take proper remedial steps.

Return of proof

2.181. One other factor which would affect production to its optimum capacity in a printing press is the time taken for return of corrected proof. In a written note, the Committee have been informed by the Ministry that the Officer on Special Duty in the Cabinet Secretariat, O&M Division, now Department of Administrative Reforms, recommended in 1957-58 the submission of a return showing quantity of type metal matter locked up and that the Ministry have implemented his recommendation.

2.182. The Departmental Committee on Quality Printing (1959-60) also recommended fixation of a definite time-limit for return of proofs and issue of final print order. In their written note, the Ministry have stated:

“This recommendation (and two other recommendations on allied problems) have since been finalised and it has been decided to incorporate the decisions arrived at in regard thereto in the Rules for Printing and Binding which are under revision in this Office at present.”

2.183. On being asked to indicate the time within which the corrected proof has to be sent back to the Government presses by the indenting departments with final print order, the representative of the Ministry has informed the Committee during evidence:

“The time schedule for certain time-periodicals is two weeks for correction of proof, because it has to be sent by post.”

2.184. In reply to the question whether the time schedule for return of proof and issue of final print order has been incorporated

in the rules for printing and binding, the representative of the Ministry has informed that it has not been done as yet.

2.185. When asked to indicate whether the Government presses are sending periodical returns regarding the quantities of locked up metal to the Ministry, their representative has informed the Committee:

"I am told these are not being received properly."

2.186. When asked to indicate specifically why no action has so far been taken on the recommendation contained in the Report of the Departmental Committee on Quality Printing (1959) in regard to fixation of a definite time limit for return of proof and issue of final print order, the Ministry have informed the Committee in a written note:

"Rule 24(i) of the Rules for printing & Binding is reproduced below:

'Proofs and final printed work will be sent direct to the indenting officer by the press. Proofs sent by the press for correction must be returned promptly direct to the press, as much expense is involved when type metal is laid up for a considerable time.'

The Departmental Committee on Quality Printing (1959-60), recommended that a definite time limit should be fixed for return of proofs and issue of final print order. This was examined at length and the following decisions are proposed to be taken:

- (i) In cases, where it is essential to retain proofs for more than a fortnight, advance intimation giving detailed reasons should be given to the press by the indenter over the signature of a Joint Secretary; and
- (ii) In cases where the return of proofs is delayed the matter should be reported by the press, through the Chief Controller of Printing and Stationery to an officer not below the rank of Joint Secretary. It was decided to incorporate the above decisions in the Rules for Printing and Binding which are under revision."

2.187. The Committee note that for more than a decade one committee after another have been asking the Ministry to fix a definite time-limit for return of proof and for issue of final print order for

printing, but they are unhappy to observe that inspite of Government's acceptance of those recommendations, nothing positive has been done so far. All that the Ministry have done is to examine the proposals of the Departmental Committee "at length" and certain "decisions are proposed to be taken". The Committee do not know when, if at all, the decisions will actually be taken and implemented. This shows, in the opinion of the Committee, the casual manner in which proposals/suggestions made by Committees appointed by Government themselves, are treated by the Department.

2.188. The Committee desire the Ministry to ensure that there is no further delay in incorporating in the Rules of Printing and Binding suitable provisions relating to fixed time-limit for return of proof and giving print orders.

2.189. The Committee feel, however, that a time-limit of a fortnight for return of proofs by the indenting departments proposed to be incorporated in the Rules for Printing and Binding is rather on the high-side as this will result in locking up of metal, occupation of space, non-productive hours in composing and printing shops, greater depreciation, etc. This in turn will result in rise of overhead expenses and cost of production in the Government presses. There is, in their view, scope for curtailing this period to some extent.

2.190. The Committee regret that even though the recommendation of the Officer on Special Duty, O. & M. Division, Cabinet Secretariat with regard to submission of returns showing quantity of type metal matter locked up has been stated to have been "implemented", the returns are not being received properly. It is unfortunate that the submission of the return, which could serve as a check on the delay in the work in the Government of India presses, has been allowed to fall in disuse. They suggest that immediate remedial action in the matter should be taken.

Controlling Arrears in Printing

2.191. In his report (1957-58), the Officer on Special Duty in the Cabinet Secretariat, O & M Division, now Department of Administrative Reforms, recommended that printing job progress charts should be submitted by each Government press monthly to the Chief Controller of Printing and Stationery. In a written note, the Ministry have informed the Committee:

"In view of the setting up of the High Level Committee the printing demands were expected to be controlled and the matter was shelved."

2.192. On being asked to indicate whether there is any check by the Ministry about arrears in printing in the Government presses,

the representative of the Ministry has informed the Committee during evidence.

“During the inspections we do it.”

2.193. In reply to a question whether any explanation is received from a Government press when a particular report is delayed by more than one month, the representative of the Ministry has informed the Committee:

“We do have returns which we are going to systematise. We have returns showing the number of jobs one year old, two years old and so on. But we are now evolving a more effective way of clearing arrears, particularly in the case of time publications.”

2.194. When asked to indicate the time lag in arrears of printing in the Government presses, the Ministry have informed the Committee in a written note:

“Jobs executed in the Government of India Presses broadly consist of the following categories:

- (a) Items which have necessarily got to be done by a specified time, i.e. printing of Gazettes both ordinary and extraordinary, Army Orders, Navy Instructions, etc.
- (b) Publications and periodicals of regular nature for which a proper production schedule is drawn up in advance in consultation with the indenter and the presses concerned.
- (c) *Ad-hoc* publications which are allotted to different presses taking into consideration the load of the press at a particular time. The indenter indicates the date for submission of proofs/copies and whenever we are not in a position to adhere to the dates specified in the requisition, dates are suitably altered after discussion with the officers concerned.
- (d) Forms and non-urgent jobs, which are required throughout the year and could be processed leisurely. In these cases also, priorities in printing are often altered at the request of the indentors.

According to the statistics collected from the various Governments of India presses, the number of jobs in arrears in April-May, 1968 is as follows:

Between 6 months and one year	2631
Between 1 and 2 years old	493
Between 2 and 3 years old	328
Over 3 years old	398
TOTAL	3850

2.195. It may however, be mentioned that this forms a small percentage of the total number of jobs actually received. The New Delhi Press alone receives annually over 12,700 jobs of which only 36 items are pending for 6 months or more —a very insignificant percentage compared to the total load. Jobs pending in the various Government of India presses for more than a year will be about 3 per cent of the total number of jobs received."

2.196. When asked to clarify the procedure followed in regard to check delays in the Government Presses and action taken in regard to transfer of jobs from one press to another or giving jobs to private presses, the Ministry informed the Committee in a written note:

"For every job which is handled in a Government of India press, a work docket is allotted to it. The complete specification of the job and related instructions are entered in the work docket.

The progress of jobs is watched through Daily Work Progress Book in each press. Dates of despatch specified by the department are indicated on the work docket. If no date for completion is given, a date would be fixed by the press and entries will be made in the Progress Register maintained for the purpose. On the completion of the work in one branch, the job with the work docket is transferred to the next branches concerned, viz. composing, printing, binding etc.

A monthly arrears list is also prepared in the presses at the end of each month. From the Work Progress Book, a list of jobs for which proofs have been sent out and which have been outstanding over a month is compiled by the press. The lists are received by the officers in the press and followup action is taken. Cases in which the return of proofs is delayed are reported to the headquarters officer also.

Whenever a complaint from an indenting department about the delay in supply of proofs or printed copies by a press is received in the headquarters, the matter is followed up with the press. Inspecting officers visiting the presses also took into the cases of delay. Experience shows that in many cases, delay is due to the indentors themselves holding up proofs or making too many additions|alterations and the remaining 50 per cent occur in the presses concerned.

Delays occurring in the presses are generally attributable to such factor as over-loading, alterations in priorities, pressure of urgent jobs, etc. If they are due to lapses on the part of individuals, suitable action is taken against them. In certain cases, large orders have to be processed over a long period. There are also cases where jobs get delayed on account of shortage of materials or paper.

Normally jobs are not transferred from one press to another, particularly when the matter has been set up and further progress has only to be effected. A decision to transfer a job from one press to another or to farm it out to a private press is taken only in special cases where composing work has not yet started or where, even though part of the work has been done, delays are anticipated on account of strike, go-slow tactics, etc."

2.197. The Committee are unhappy to note that even though about a decade ago the Officer on Special Duty, Cabinet Secretariat, O.M. Division recommended that Government should improve the machinery for controlling arrears in the Government presses the matter was shelved as the Ministry thought that "in view of the setting up of the High Level Committee the printing demands were expected to be controlled". The factual position, however, is that in April/May 1968 there were as many as 3850 items of jobs in arrears in Government of India presses ranging between six months and three years.

2.198. The Committee are constrained to note that during the last decade no concrete step appears to have been taken in the Printing and Stationery Department on any matter which could bring in some sort of improvement in the working of the Government presses notwithstanding the appointment of various committees and recommendations made by them.

2.199. The Committee, therefore, recommend that the machinery for keeping a check on arrears in Government presses should be systematised without any further delay and a more effective way of clearing arrears should be evolved so that all printing indents are cleared by the Government presses within a reasonable period of time as otherwise the printed material in most cases is likely to lose its utility and importance.

Centralisation of Government Printing—

2.200. The Expert Committee (Printing) on the Government of India presses (1949-50) recommended:

“In the interest of economy and efficiency, all the printing work must be centralised and should be under one control. The small units under the Ministry of Information and Broadcasting and the Ministry of Commerce should be brought under one control, i.e. Ministry of Works, Mines and Powers and the Controller of Printing and Stationery.

All secret work should be centralised in the Delhi Press and the Secret Section should be expanded to meet all the demands.”

2.201. It has already been pointed out that the Government presses with their existing capacity are not able to meet the entire printing demand of the Government of India and that about 31 to 33 per cent of the total demand is at present being farmed out to private presses. In a written note, the Ministry have informed the Committee the following estimated shortage in capacity of the Government of India presses by 1970-71:

	Estimated demand for printing by 1970-71	Existing capacity of Government presses
(i) Forms	25,000 tons	11,400 tons
(ii) Posters/folders	210 lakh sheets impressions	115 lakh sheet impressions

2.202. When asked to indicate the steps being taken by Ministry to augment the capacity so that the gap between the demand and the existing capacity is bridged in the shortest possible time, the Ministry have informed the Committee in a written note:

“In order to augment the capacity of the Government of India presses, certain proposals for setting up new presses have

been suggested for inclusion in the Fourth Five-Year Plan. Besides, a programme for making intensive utilisation of India presses was launched during the last year of the Third Plan itself. This programme, when completed, is likely to generate additional capacity in forms printing.

The proposals for augmenting the existing capacity during the Fourth Five-Year Plan are—

- (i) Press for Army Headquarters (Books).
- (ii) Press for Army Headquarters (Forms).
- (iii) Press for Hindi Printing.
- (iv) Science Press.
- (v) Six additional presses for books, forms, posters, publicity and stationery binding.
- (vi) Expansion of Government of India press, Nilokheri.
- (vii) Offset printing machines for Photolitho Wings of the Government of India Press, Minto Road, New Delhi and the Government of India Press, Nasik.
- (viii) Binding machines for Government of India presses at Faridabad, Santragachi and Nasik.
- (ix) Additional printing machines for Government of India press, Aligarh.
- (x) Specialised machines for P. & T. Department."

2.203. In reply to the question whether a review of the works in progress and a re-phasing of priorities to cover urgent requirements have been attempted, the Ministry have informed in a written note:

"In formulating the proposals for the Fourth Five-Year Plan, priority has been given to the schemes which are continuing from the Third Plan so that the money already spent on them does not go waste. These schemes have, therefore, become the first charge on the Fourth Plan as the work done on them has necessarily to be brought to its logical conclusion and fruition."

2.204. On being asked to explain what positive action has been taken by the Ministry from dissuading other Ministries and Departments from setting up their own presses, the Ministry have informed the Committee in a written note:

"Whenever proposals are received from the various Ministries/ Departments of Government of India for setting up their own printing Presses, these are always resisted on the

ground that such attempts to decentralise printing run counter to the well defined policy of Government to centralise printing under this Ministry. The Ministry/Departments concerned were told so. Where Ministries/Departments are able to get plan allocation for setting up of presses, they are asked to divert funds to this Ministry. The main problem, therefore, that confronts us in the expansion of the printing capacity to meet the ever-increasing printing demands is inadequate Plan allocations, lack of financial resources—both rupee and foreign exchange. As the Printing and Stationery Department is a service department, co-equal priority should be accorded to the 'Expansion of Printing capacity' corresponding to the developing activities of Government that it is expected to serve.

For optimum utilisation of the existing resources, the Printing and Stationery Department has also proposed a scheme costing about Rs. 25.00 lakhs for the entire Fourth Five-Year Plan period for strengthening the organisational set up of the Department."

2.205. In reply to a query, the representative of the Ministry has informed the Committee during evidence "that 30 per cent of the total printing work is being done in outside presses and the balance 70 per cent by the Government presses." Giving information about the proposals for new presses during the Fourth Plan, the representative has further stated:

"We have sent up proposals for a few presses in the Fourth Plan. We have asked for 33 crores of rupees for the Fourth Plan."

2.206. The Committee desired information about the printing capacity available in the country both in the public and the private sectors, which would be of use to Planning Commission as also to Government for determination for priorities for allocation in regard to expansion of capacity in these two sectors. In reply the representative of the Ministry has informed the Committee during evidence:

"No assessment of capacity available in the private sector has been made, because it is not a controlled industry. But such an assessment has been suggested by us in our proposals for the Fourth Plan. We intend making this survey before we finally decide in which direction expansion should take place. Printing is a seasonal industry—that is during certain months, there is heavy printing pressure

and at other times, the pressure is slack. Because of these fluctuations the capacity cannot be determined in an accurate way. Our intention, when we make this survey, is to find out what is the installed machinery in the country and whether some of this capacity—say 25 to 30 per cent—cannot be kept assigned for government work.”

* * * *

“A few months ago we have addressed the State Governments to give us a rough estimate of the capacity available in the various States. Our main purpose is to know exactly what capacity is available, where the presses are located and how much machinery is working.”

2.207. The Committee accept the principle that in the interest of economy, efficiency and promptitude all printing work of the Government should be centralised and put under a unified control under a Ministry and normally Government should not allow this control to be eroded by the setting up of their own Printing Presses by the various ministries. Before attempting to effect unified control, the Ministry should reorganise their existing centralised machinery in such a manner that the existing printing capacity is utilised to the maximum, Government printing jobs are executed promptly at costs comparable to commercial printing and at standards which can compare favourably with standards of printing jobs in advanced countries.

2.208. The Committee note that a high percentage of Government's total printing jobs (about 30 per cent) is even now being farmed out to private presses and that the Ministry have sent up proposals for a few presses in the Fourth Plan estimated to cost about Rs. 33 crores. They would, however, like to emphasise that before any expansion of existing presses or installation of new units is undertaken, Government should make all efforts for optimum utilisation of the existing capacity and resources and strengthening the organisational set-up of the Department.

CHAPTER III

PRINTING OF PARLIAMENTARY PAPERS

Parliamentary Wing of the Government of India Press, New Delhi

3.1. With the advent of independence and the corresponding increase in the responsibilities of the Central Legislature (in 1947), the Provisional Parliament (in 1950) and the two Houses of Parliament (since 1952), there was a marked increase in the volume of printing work of Parliament.

3.2. Before the war, Parliamentary Debates and other works were printed at the Government of India Press, New Delhi, within a week of the manuscript being sent to the Press. During the war some delays began to occur. The situation worsened after the war, and in 1947 there were enormous delays in the printing of parliamentary papers. These delays evoked criticism from Members of Parliament, the press and the general public and, in particular, libraries, educational institutions and research workers in India and abroad. It became clear, on examination, that the Government of India Press with its printing capacity at that time could not adequately deal with the printing of parliamentary papers in addition to Government's own printing work. It was realised that the solution to the problem lay in the setting up of a separate press for the printing of parliamentary papers. This matter was examined at various levels, and eventually, instead of having a separate Press, a self-contained Parliamentary Wing was established in the Government of India Press, New Delhi.

3.3. As a meeting held between the Speaker and the then Minister of Works, Mines and Power on 7th June, 1950, the following points were agreed upon:

- (i) Assuming that the House of People (now Lok Sabha) would sit for 150 days and the Council of States (now Rajya Sabha) for 60 days and work on an average for 5½ hours a day and recognising that Hindi would be freely used by Members of Parliament, the increased requirements of parliamentary printing work were estimated as follows:—
 - (a) work in connection with the printing of circulars. Bills etc.—Three fold.

- (b) Debates, including translated version—Four fold.
- (c) Questions and material to be placed in the Parliamentary Library for information of Members in connection with the measures before Parliament—Three fold.
- (ii) Steps to meet this overall increase were to be taken immediately by the Ministry, including the transfer of any machinery intended for Nasik—such as Hindi Lino machines, to the New Delhi Press. To meet the increased demand, the following further steps were also to be taken:
 - (a) The capacity of the Press should be increased by the provision of additional buildings, machines, staff etc.; and
 - (b) Provision should be made for Hindi Printing on a much larger scale.

3.4. It was hoped that after the decisions—referred to above, were implemented, the position would considerably improve and all the printing difficulties would disappear. But the experience of the five years from 1950 to 1955 showed that, instead of the position improving, it actually worsened, *inter alia* for the following reasons:

- (i) The Government did not plan for the expansion of the Parliamentary Wing, as envisaged in the above decisions.
- (ii) The Parliamentary Wing was frequently utilised for printing the work of the Government and parliamentary printing works were kept in abeyance during such periods.
- (iii) Specially urgent printing works were brought to the attention of the printers, but due to lack of supervision in the Parliamentary Wing and the inadequacy of staff and machinery, those works could not be completed in time, with the result that alternative arrangements for cyclo-styling had to be resorted to at the last minutes.
- (iv) There were a lack of proper planning in the maintenance of adequate stocks of stationery, binding material and other requirements.
- (v) The printing work had been delayed and printing mistakes (of grave character in some cases) were noticed in Bills, Reports, etc.

3.5. The General Purposes Committee of the Lok Sabha, at their sitting, held on the 26th November, 1964, appointed a Sub-Committee in order to examine the position with regard to the printing of Lok

Sabha papers in the Parliamentary Wing of the Government of India Press, New Delhi. Some Members with special knowledge of printing were also associated with the Sub-Committee. In addition to holding meetings, the Sub-Committee also studied matters on the spot in the New Delhi Press. The Secretary of the Ministry of Works, Housing and Supply, the Chief Controller of Printing and Stationery and the Manager of the Government of India Press, New Delhi, were also examined.

3.6. In their Report dated the 24th July, 1955, submitted to the General Purposes Committee, the Sub-Committee made, *inter alia*, the following recommendations :

- (i) Since 1950, the volume of printing work of Lok Sabha had gone up from 50,000 pages a year to approximately 2,06,750 pages a year in 1954. While making arrangements for additional accommodation and installation of additional machinery, provision should be made for the anticipated increase of printing of Lok Sabha to 3 lakh pages a year.
- (ii) The Parliamentary Wing should be exclusively employed for the printing of parliamentary papers.
- (iii) Steps should be taken urgently by the Ministry of Works, Housing and Supply to acquire and instal immediately additional machinery necessary to cope with the increased work.
- (iv) Parliamentary jobs should be executed within the time specified and, in particular, the debates should be printed within a week and finally, the objective of printing them within 24 hours should be achieved.
- (v) The whole position should be reviewed after one year or so.

3.7. The General Purposes Committee, at their sitting held on 30th May, 1956, appointed another Sub-Committee to review, in the light of the recommendations made by the earlier Sub-Committee in 1955, whether adequate arrangements had been made for printing of parliamentary papers and, if not, what measures should be taken from time to time in connection therewith.

3.8. The Sub-Committee at their sitting held on 20th December 1956, made the following recommendations :

- (i) There was room for improvement in efficiency in production.

- (ii) The expansion of the Parliamentary Wing should be progressively brought up to cope with the ultimate demand of 3 lakh pages a year.

3.9. The Sub-Committee met again on 25th March, 1957, and they were informed that the target date fixed for the clearance of arrears in the printing of the debates could not be adhered to and that more time was required. The Sub-Committee considered that the Printers had not been able, even after the creation of a separate Parliamentary Wing, either to clear the arrears of the printing work by the target dates laid down or to keep pace with the current printing work. They felt that there should be a separate press exclusively for printing the works of the Parliament. In reply, the Government informed the Sub-Committee that the Chief Controller's Office had put up a proposal for the setting up of a new press at Delhi.

3.10. The number of machines installed and working since 1958 in the Government of India Press (Parliamentary Wing), Minto Road, New Delhi is as follows:—

(i) *Composition Machines:*

- (1) Mono Composing Casters—14
- (2) Mono Keyboards—10
- (3) Lino-type Composing—19

(ii) *Printing Machines:*—21

(iii) *Binding Machines:*

- (1) Folding Machines—2
- (2) Wire-Stitching Machines—3
- (3) Cutting Machines—2
- (4) Booking-Sewing Machine—1

3.11. The Committee desired to know from Government whether any new machines had been installed since 1958 to augment the capacity in order to meet the increase in the volume of printing work. The answer given by the Government was "Nil". The Committee also desired to know whether any of the machines already installed required replacement due to age, wear and tear, etc. In a written note, the Committee have been informed that "the declaration of one printing machine as unserviceable is under the consideration of Government. No other machine is unserviceable at present.

Excessive delays in the Printing of Lok Sabha Debates

3.12. The Committee understand that the schedule for the printing of the original version of the Lok Sabha Debates was 10 days from the date of the sitting. Upto the end of the 1964, the printers were able to adhere to this schedule. Since then, the printing of

the original version of the Debates began steadily falling into arrears. In order to cope with the work the Chief Controller of Printing and Stationery has recently started farming out the original version of the Debates to private printers.

3.13. The Committee also understand that the schedule for the Printing of the summarised translated version is 17 working days. This schedule has never been maintained by the printers and the summarised translated version has almost always been behind schedule by one or two months even when the original version was being printed within 10 days. The problem, however, assumed serious proportions with effect from the Winter Session of 1964. Unable to cope with the work, the Chief Controller of Printing and Stationery has been farming out the summarised translated version of the Debates to private printers.

3.14. A statement showing the position of printing of Lok Sabha Debates (Original version and summarised translated version) as on 8-4-1969 is given below: ..

Session	No. of sittings	No. of Printed copies received	No. of Debates still outstanding	Remarks
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ORIGINAL VERSION OF DEBATES

Fifth Session 1968 (22-7-68 to 30-8-1968)	28	25	3	
Sixth Session 1968 (11-11-68 to 20-12-68)	31	17	14	
Seventh Session, 1969 (17-2-69 to continuing)				(Mss. of 30 Debates sent to the New Delhi Press so far. Nothing received.)

TRANSLATED VERSION OF DEBATES

Fifth Session, 1968 (22-7-68 to 30-8-1968)	28	27	1	
Sixth Session, 1968 (11-11-68 to 20-12-68)	31	24	7	
Seventh Session, 1969 (17-2-69 to continuing)				(Mss. of 15 Debates sent to the New Delhi Press so far. Nothing received.)

Increase in Hindi Printing Jobs

3.15. On being asked to indicate whether there has not been a considerable increase in the printing work in Hindi, the Ministry have informed the Committee in a written note:

“The shortage of Hindi capacity is about 300 pages per day on the basis of the average load during the last session.

The assistance of the Government of India presses in Faridabad, Nasik and Simla is taken for execution of Hindi printing jobs. Besides this outside printing is also resorted to for printing debates.”

3.16. On being asked to indicate whether any survey has been made as to the extent of increase of Hindi printing work for two Houses of Parliament since 1956-57, the Ministry have informed the Committee in a written note:

“No such survey was done upto 1963. The figures from 1964 onwards including the maximum load of sessional papers of both the Houses of Parliament are given below:

Year	Hindi (Royal Octavo pages)
1964	22,300
1965	29,600
1966	31,300
1967	35,100
1968	38,000 (upto 31st August, 1968)

Sessional Papers:

Year	Peak Load (Royal Octavo pages)
1964	68 pages a day
1965	80 Do.
1966	112 Do.
1967	175 Do.
1968	225 Do.

(upto 31st August, 1968)”

3.17. When asked to indicate what proposals are under consideration by Government for augmenting the capacity of Parliamentary

Wing of the Government of India Press, New Delhi, so that sessional papers, Bills, debates, reports, etc. are printed in time, the Ministry have informed the Committee in a written note:

“No proposals are under consideration for augmenting the capacity of the Parliament Wing of the Government of India Press, Minto Road, New Delhi, as there is no accommodation available for this purpose, nor can any extension be thought in the existing premises of the Press. Further, the Press itself is now situated, as per the Master Plan, in a non-conforming area, Steps are being taken to set up a special Reprographic unit with a capacity of 100 pages per day for doing a part of the essential papers of Parliament. Apart from this, the new Government of India Press in New Delhi coming up on the Ring Road will also undertake Parliamentary work in addition to other work.”

3.18. Giving the details of the presses where parliamentary work is being executed, the Ministry have further stated:

“The Government of India Press, New Delhi, mainly handles Parliament work, but as the resources have not been found adequate, assistance of the Government of India Press, Faridabad, is also taken. Available Hindi capacity in the Government of India Presses located at Nasik and Simla is also utilised for handling the debates of the two Houses of Parliament to the extent possible.

The following measures are being taken for getting the Parliament work done through units located in the Delhi complex:—

- (a) A reprographic unit with electric typewriters (Hindi key-board) and Offset duplicators is being set up.
- (b) The Government of India Press, Ring Road, New Delhi, is being provided with the full complement of Hindi-English equipment.
- (c) Setting up of another new press in Delhi or its close proximity (A project included in the proposals for the Fourth Five Year Plan).”

Delays in the Printing of Sessional Papers and Committee Reports—

3.19. It has been brought to the notice of the Committee that apart from the printing of the original and summarised translated version of the debates, the printing of the daily sessional papers and

of Reports of Parliamentary Committees in time has also been posing a problem.

3.20. Asked to state what positive steps have been taken for the timely printing of all the items of sessional papers, the Ministry have in a written note stated:

"Some of the sessional papers which the Parliament Wing is unable to handle in time are processed in the Main Wing of the Press. Certain Bills in Hindi and Question Lists of Lok Sabha were also diverted to Government of India Press Faridabad whenever the New Delhi Press could not complete the jobs in time. Secret Bills, Reports of the Committee on privileges are processed in the Top Secret Wing of the Press."

"It is conceded that the present arrangements for printing work of Parliament are not adequate. Considering, however, the multi-lingual nature of the work and the financial resources (Foreign Exchange) of the country, they cannot be called outmoded. The techniques of production have to be related to the nature and quality of work to be executed. We have already finalised a scheme of offset duplication in respect of certain sessional papers which are required overnight, e.g., list of business, synopsis of debates, bulletins, etc. The technical officers have further been studying the question of even introducing computer-aided and type-operated type-setting. All these systems represent changes in copy-preparation. The complexities in setting two languages, viz., Hindi and English and the limited number of copies pose further problem. A feasibility study would therefore have to be conducted before far reaching changes in methods of production can be introduced. Moreover these systems would require almost 100 per cent foreign exchange and selection and training of highly skilled technicians and engineers."

Overnight Printing of Debates

3.21. The Committee note that in August, 1965, the Sub-Committee of the General Purposes Committee made, *inter alia*, the following recommendations:

"The printing works should be executed within the time specified and in particular the Debates should be printed within a week and finally the objective of printing them within 24 hours should be achieved."

3.22. In a written note, the Ministry have stated:

“On the 25th August, 1962, the Ministry informed the Lok Sabha Secretariat as also the Rajya Sabha Secretariat that the press to be set up in Najafgarh Industrial Area would be planned for general purposes while the present press in the Minto Road area would be utilised mainly for catering to the requirements of Parliament work after the press in the Najafgarh Industrial area had been set up. It was further stated that the consideration of proposal for overnight printing has to wait till the new press in the Najafgarh Industrial Area in Delhi is set up. A view was taken early in 1963, after the Chinese aggression that it would not be possible to find additional funds for equipment for overnight printing during the present emergency and that the Parliament Secretariat might agree to the proposal of cyclostyling the debates for limited object they had in view. It was also thought that by the time the new press at Delhi came up, the position regarding volume of work and the character of overnight printing of the Parliament debates would be clear. It is our intention to utilise the resources of the Ring Road Press also for Parliament work. It will thus be seen that the Ministry has all along been pursuing the question of making adequate arrangements for printing the Parliament debates in the manner desired and the proposal received a setback partly because of the emergency created by the Chinese aggression and partly because of the difficulties in getting release of foreign exchange for the new press.”

3.23. In the course of evidence the Committee desired to know the immediate and the long term measures contemplated to bridge the gap between the printing requirements and the available capacity. The Chief Controller of Printing and Stationery has stated in reply,

“The immediate measures are as follows.—I have transferred the work from New Delhi to Faridabad, Simla and Nasik and also given out some work to private printers. I have also taken out some magazines and other work in Hindi from the Faridabad Press and framed it out to private printers in order to release Hindi capacity for Parliamentary work, because it is to be given priority. That is short term measure.

We are also setting up a reprographic unit to produce about 100 pages per day overnight for Parliament for which we

are getting the zerographic equipment from Poland. This is one step.

Further, some of the mono equipment for Hindi in the Faridabad Press which was being worked for one shift is now being worked for two shifts.

We are setting up also the Ring Road Press. The Printing Machinery has already arrived from the East European countries, namely, the G.D.R., and it is being installed there, and we have also got foreign exchange released from the U.K. credit for mono equipment."

Errors in Printing

3.24. The Committee wanted to know about the steps taken to see that Parliamentary publications are free from printing errors. The Ministry have in a written note stated as under:

"In regard to sessional papers, not all of them are received in typed form. Moreover, they have to be processed like newspapers for overnight printing. Hence, printing errors do occasionally creep in. Mistakes in regular publications occur very rarely and they are not more than what they would occur in any printing house. Wherever such errors are detected investigations are made and suitable action is taken against the individual concerned."

In the course of evidence, the General Manager of the Government of India Press, New Delhi, has stated in this connection as follows with regard to errors in the case of Bills:—

"So far as Bills are concerned, the proofs are checked by the Law Ministry initially. We give them the proof for checking. Probably, they make changes in the wordings. Then they hand over the proof to the Lok Sabha Secretariat who place the printing order on us. Sometimes, we get only 3.4 or 5 hours' time after receipt of proof to produce the printed copies. Bills are taken special care of in the matter of avoiding mistakes. All possible steps are taken to see that mistakes of even punctuation do not occur in Bills".

Asked to state if they would be able to do much better if they got the material a little earlier, the representative of the Ministry stated, "Yes".

Quality of Paper, etc.

3.25. The Committee also wanted to know the steps taken for use of good quality paper for Parliamentary publications specially for important publications of Lok Sabha and Rajya Sabha and for maintenance of a proper standard for the get-up of such publications. The Ministry have stated in a written reply as follows:—

“For printing of debates, sessional papers and other publications, the approved varieties of paper are stocked and used.

Sometimes, when the required quality of paper is not available on rate contract, local purchase is resorted to. The samples of such paper are, however, shown to the Lok Sabha|Rajya Sabha Secretariats before actual purchase. The style and get-up of publications are generally decided by the Secretariats themselves in consultation with the press authorities.

3.26. The Committee, however, learn that the prescribed shades and quality of paper for various Parliamentary jobs are often not available and the Controller of Printing has been applying to the Lok Sabha Secretariat for a relaxation in this regard.

Job-wise Debit.

3.27. The Committee desired to know the steps taken for preparation and raising of job-wise debit for the Parliamentary printing jobs executed by the Government of India Presses. The Ministry have stated in reply in a written note that, “No steps have been taken so far for the preparation and the raising of job-wise debits for the Parliamentary jobs executed in the different Government of India Presses. As a service Department, the Government of India presses work on ‘No Profit and No Loss’ basis. The existing costing system, as approved by the Comptroller and Auditor-General is designed for raising debits on department-wise basis for jobs executed for each Department and not job-wise”.

Volume of work

3.28. In a written note, the Committee have been informed by the Ministry that the quantum of Parliamentary jobs received by the Government of India Press, New Delhi from 1964 to 1968 (upto 31st August, 1968) annually for execution, from the Lok Sabha

Secretariat and the Rajya Sabha Secretariat is as follows:—

Quantity of Parliamentary Printing Jobs (in terms of Royal Octavo Pages)

	1964		1965		1966		1967		1968	
	English	Hindi	English	Hindi	English	Hindi	English	Hindi	English	Hindi
I	2	3	4	5	6	7	8	9	10	11
Lok Sabha	23,085	17,153	35,848	22,633	42,084	23,508	46,162	26,300	40,804	25,769
Rajya Sabha	20,129	5,226	20,967	6,991	21,559	7,855	22,424	8,823	16,027	12,253
TOTAL	49,214	22,379	57,815	29,624	63,643	31,363	68,586	35,123	56,831	38,022
GRAND TOTAL	71,593		87,439		95,006		1,03,709		94,853	

The Committee have further been informed that the following is the daily average of Parliamentary work (Royal Octavo Pages) received in the Government Press New Delhi during the period 1-1-1968 to 31-8-1968:

English	Hindi	Total
630	420	1050

3.29. The Committee note that the capacity of the Parliamentary Wing in the Government of India Press, New Delhi, falls short of the actual requirements by about 625 pages (royal octavo) per day. The Committee find that a Sub-Committee appointed by the General Purposes Committee as far back as 1955 had recommended that provision should be made in the Press for an anticipated increase of printing work of Lok Sabha alone to three lakh pages a year and accordingly they had suggested acquiring and installing additional machinery and making necessary arrangements for additional accommodations. The Committee are, however, surprised that no new machines have been installed since 1958 to augment the capacity of the Parliamentary Wing of the New Delhi Press in spite of the clear recommendation made by a Parliamentary Committee. It is also surprising that although the scheme for the setting up of the Ring Road Press was approved by the Expenditure Finance Committee in May, 1963, this Press has not yet been commissioned even though nearly six years have elapsed. The Committee suggest that taking into account the present workload as also the anticipated increase in Parliamentary printing work (including Hindi printing work) and in the light of the experience gained by them over the years, Government may prepare a realistic scheme for expansion of the capacity of the Parliamentary Wing of the New Delhi Press.

3.30. The Committee understand that besides the Top Secret Wing, there are two wings in the New Delhi Press: (a) a Parliamentary Wing and (b) a Government (Main) Wing which are engaged on printing Parliamentary and Government work. They also understand that to cope with the increasing demands of parliamentary printing, help from the Main Wing has to be provided to the Parliamentary Wing, in order to expedite the printing of parliamentary papers. The Committee would suggest that all parliamentary work should be undertaken at the New Delhi Press (both in the Parliamentary and Main Wings) on a priority basis. Any surplus capacity that may be available in that Press after the printing of all Parliamentary work may be made available for Government work during inter-session periods. The Committee would like to stress that diversion of Parliamentary work to presses outside Delhi should be resorted to only in very exceptional circumstances.

3.31. The Committee would also like the Government to examine the condition of the composing and printing machines in the New Delhi Press. A survey should be conducted to find out whether owing to non-availability of spares, machinery, etc. and organisational weaknesses the work in the Parliamentary Wing of the Government of India Press, New Delhi, has suffered and, if so, to what extent there has been loss of output due to the above factors. Based on the

findings of the said survey, prompt remedial measures should be taken.

3.32. Another aspect which the Committee would like to stress is that there should be proper parity and correlation between the capacity in the various sections such as the composing section and the machine room. There should not be any hold-up of composed material awaiting printing.

3.33. The Committee note that upto 1964, the performance of the printers in the matter of supplying printed copies of the original version of Lok Sabha Debates within 10 working days and the other jobs within a reasonable time was fairly satisfactory. But they regret that since 1965 there have been excessive delays ranging from one month to eight months in the matter of supplying printed copies of the original version of Debates. The Committee recommend that efforts should be made to clear all the arrears of both versions of the Debates at an early date and thereafter arrangements should be made to revert to the original schedule of printing a day's debate within 10 days of the sitting. They also suggest that the ideal of over-night printing of Debates should be kept in view and sustained efforts should be made in that direction in the light of technological advances in the field of printing.

3.34. The Committee would also like that all efforts should be made to avoid printing errors in Parliamentary jobs. The quality of material such as printing paper, cover paper, etc., used for Parliamentary publications should be of a uniformly high standard and no variation in the colour scheme or format should be sought unless it is absolutely unavoidable.

CHAPTER IV

PLAN PROJECTS

4.1. The Committee desired to have information about the provisions made, targets fixed for Plan schemes/projects during the Second and Third Plans and the financial and physical achievements. In a written note the Ministry have informed that the following were the schemes of the Printing and Stationery Department connected with the expansion of printing capacity which stood included in the Second Plan:—

- (1) Setting up of Government of India Presses in the South—Coimbatore and Koratty;
- (2) Constitution of a new press in New Delhi for augmentation of Hindi printing capacity;
- (3) Resiting and expansion of the Government of India Press, Hastings Road, Calcutta.
- (4) Addition of a Photo Litho and Photogravure Wing in the Government of India Press, Faridabad.

4.2. The total outlay provided for the implementation of these schemes, including the scheme for housing the staff of the Government of India Press, Aligarh, was Rs. 500 lakhs. These schemes entailed appreciable amounts of investment on land and buildings and plant and machinery, including foreign exchange on import of equipment. However, the projects of this Department were not included in the 'Core' of the Plan. Necessary foreign exchange could not, therefore, be made available which in turn precluded the building construction programmes being taken up. Land for two projects at Coimbatore and Koratty was, however, acquired during this plan period.

4.3. The circumstances created by the tight foreign exchange position prevented any progress being achieved in implementing the schemes during the Second Plan.

4.4. For the Third plan period (1961—66) no development schemes were sponsored and the requirements were confined to the outlay needed for implementing the schemes selected for the Second Plan. In other words, all the schemes of the Department included in the Second Plan and decided to be implemented were treated as part of both the Second and Third Plans. Provision for these was made by the Planning Commission under the 'Social Services and Miscellaneous' schemes of the Central Ministries (Head: Expansion of Printing capacity) with a financial limit of Rs. 500 lakhs and a programme limit of Rs. 600 lakhs.

4.5. It has been stated that there were difficulties in regard to foreign exchange with the result that the building construction pro-

gramme of some of the projects had to be staggered. Despite of this impediment, the Department progressed the various schemes to the extent of Rs. 371.28 lakhs. The break up of these figures is shown below:

Scheme	Financial limits			Expenditure made		
	Land & Bldgs.	Plant & Machinery	Total	Land & Bldgs.	Plant & Machinery	Total
	(Rs. in lakhs)			(Rs. in lakhs)		
G.I.P. Coimbatore .	73.00	70.00	143.00	83.64	32.05	115.69
G.I.P. Koratty .	47.00	33.00	80.00	61.25	0.28	61.53
Resiting of G.I.P., Hastings Street at Santragachi .	123.00	..	123.00	97.76	..	97.76
Aligarh Housing Scheme	34.00	..	34.00	30.09	..	30.09
G.I.P. Ring Road, New Delhi .	45.00	65.00	110.00	65.21	..	66.21
Addition to Photo Litho & Photo Gravure Wing .	10.00	..	10.00	..	..	..
TOTAL .	332.00	168.00	500.00	338.95	32.33	371.28

4.6. A review of physical performance in regard to these schemes included in the Third Plan is given below:

(1) *Government of India Press, Coimbatore*.—The building works had been mostly completed. The gap in expenditure as compared to estimates is accountable to non-completion of works relating to development of site, quarter etc. and their carry over to next Plan period. The Press stands commissioned from January, 1964, that is within the Third Plan period. The productive capacity of the press was achieved to the extent of 12 nos. of mechanical composing units and 27 printing machines. The Press is at present working only in one shift. Arrangements are being made for organising the press for the second shift working.

2. *Government of India Press, Koratty*.—The building works were well on the way to completion towards the end of the Third Plan. The short fall in expenditure was due to uncompleted works on development of site, ancillary buildings and quarters. The bulk of the machinery for the press ordered during the period arrived in 1966-67 with the result that payment could not be made in 1965-66 as expected. The Press was commissioned for production in October 1966, i.e. in the first year of the Fourth Plan (original). There are 14 units of printing machines installed. All these are working

only in one shift. The press has to be organised for a second shift. The present installed machines would yield only about 40 per cent of its projected capacity of the equivalent of 1200 tonnes of paper. This is because of the fact that the high speed rotaries and other stereo equipment suited to bulk printing of forms have not been procured yet due to non-availability of foreign exchange from Free Resources Area. This also accounts for the gap in expenditure as compared to estimates.

3. *Government of India Press, Ring Road, New Delhi*—The construction work on this project got delayed initially due to delay in the taking over of land. Because of the bleak prospects of getting foreign exchange for the machinery for the project, it was also felt necessary later to stagger the construction schedule. Hence progress till the end of the Third Plan was confined to acquisition of land and building works. This also led to the short fall in planned expenditure both on construction and the plant and machinery purchase programme.

(4) *Resiting at Santragachi of the Government of India Press, Hastings Street, Calcutta*—This scheme did not involve any foreign exchange as it was essentially a building construction programme. Due to difficulties in availability of construction material and labour, the C.P.W.D. have had to revise the time schedule for construction a number of times. The progress towards the end of Third Plan in terms of percentage of expenditure to estimated outlay was below 50 per cent.

4.7. Another programme provided for as part of the Fourth Plan, but where the Planning Commission had authorised (in September, 1964) advance action during the Third Plan period was the strengthening of capacity of selected Government of India Presses. The implementation of this, as other schemes, was again tied up with heavy foreign exchange involvement for import of machinery. Since this was not available nothing much could be done on this programme during the remaining of the Third Plan.

4.8. In the course of evidence the Committee desired to know the reasons for the delay with regard to construction work on the Press at Santragachi (Howrah). The representative of the Ministry has stated, "We go on changing, but sometimes it does happen. They said that the depth of the piles in the particular building was so much by so much and that it has gone up by double or three times; the drilling machine broke down or the contractor did not come and so on."

4.9. The Committee desired further information in the matter. In reply, the Ministry have indicated in a written note that "work on

the construction of new buildings at Santragachi to house the Government of India Press, Hastings Street, Calcutta was started in September, 1963 and is still in progress.

4.10. The work of construction of the building is being executed by the National Buildings Construction Corporation under the supervision of the Central Public Works Department.

The new building is expected to be completed in early 1969.

4.11. Shifting of the entire press from Hastings Street, Calcutta to the new building will take about 12 months' time after it is ready for occupation.

4.12. In a written note subsequently furnished by the Ministry to the Committee in regard to the delay in the completion of new buildings for the Government of India Press at Santragachi, it has been stated:

"The Project was approved by Government on the 4th January, 1963 for an amount of Rs. 1.02 crores. All the buildings have been completed as provided in the Project Estimates except the construction of Main Letter Press. This building is required to take a heavy load necessitating pile foundation. The work of pile foundation was awarded on the 11th August, 1963 and was completed on the 15th April, 1965. The superstructure work has awarded to M/s. National Building Construction Corporation Ltd., on the 2nd February, 1965, and the date of its completion, as stipulated in the Agreement, was the 2nd October, 1966. The amount put to tendered amount is Rs. 37.17 lakhs and the accepted tendered amount is Rs. 50.13 lakhs. For executing the work amounting to Rs. 50.13 lakhs, a period of 32 months is normally required as per the yard-stick laid down in the C.P.W.D. Manual Vol. II. From the present progress of the work the building portion is expected to be completed by the end of July, 1969, thus requiring 54 months to complete the work. There had been delay in the work due to the following reasons:—

- (a) Initial delay in handing over the whole site—say 2-1/2 months.
- (b) Delay due to heavy rains and water logging during 1965 and 1966 and the site being a low-lying area—say
- (c) Delay due to sudden declaration of, hostility by Pakistan from 9/65 to 11/65—3 months.
- (d) Due to dislocation of the work on account of 'hartal' and firing, etc., at Santragachi the work was delayed

from 3|66 to 4|66—2 montns.

- (e) Delay due to rains during 1967—2 months.
- (f) Delay due to non-availability of small dia. bars during March and April, 1966—2 months.

Thus the total reasonable period, for completion of the work comes to about 47-1|2 months (32) plus 15-1|2). Whenever there is unforeseen dislocation of work due to 'hartal', 'bundh', etc. as mentioned above, an extra period is required to bring the tempo of the work to the required level. Moreover, the work provides for constructing 'folded plates roof' of a very large span provided with north-lights which, being a precision work, requires more time than executing the same class of work for ordinary R.C.C. structure. Constructing these, a period of 2-1|2 months can be allowed. This, coupled with a period of another 4 months for delay in some minor executing details, explains the delay in the completion of the project."

4.13. With regard to the Fourth Plan the Ministry have informed the Committee that the schemes formulated for the expansion of printing capacity in the Fourth Plan (original) covered the main categories of work—long run book work, publicity material, forms and manufactured stationery, and provided for the following:

- (1) Strengthening the capacity of selected Government of India presses;
- (2) Setting up of two Photo Litho presses;
- (3) Setting up of seven new Forms presses with Stationery Binding Wings attached to two of those Forms presses.

4.14. Pending the emergence of the final Plan programme and the extent of allocation, no new schemes of the Department have been taken up for implementation.

4.15. Since work on the continuing schemes and the advance action programme of strengthening of presses has to be brought to their logical conclusion, these are the schemes on which efforts are being concentrated in the Annual Plans.

4.16. The activity taken up under the Fourth Plan (original) covers also the setting up of the three Text Book Printing Presses at Mysore, Bhubneshwar and Chandigarh to print school books and other educational literature under the programme of compulsory

primary education. This project comes under the Plan allocation of the Ministry of Education. The presses are to be set up and run under the administrative control of the Printing and Stationery Department. The bulk of the printing machinery for this project will be received as gift from the Government of the Federal Republic of Germany. The Government of India will bear the expenses on Customs duty, etc., on machinery to be obtained as gift; items of machinery to be obtained from indigenous sources, the construction of building at Mysore, Bhubneshwar and Chandigarh, and the other incidental and running expenses including expenditure on foreign technicians. The scheme was cleared by the Expenditure Finance Committee in June, 1967 at a total cost of Rs. 375 lakhs. An agreement was signed between the Government of India (Ministry of Education) and the foreign Government in November, 1967. These presses are expected to be ready for operation by 1970-71.

4.17. The Committee are unhappy to note that there has been heavy shortfall in expenditure against the estimates during the Third Five Year Plan in respect of Government of India presses at Coimbatore, Koratty, Ring Road (New Delhi) and at Santragachi. The reasons for this shortfall are stated to be due to the non-completion of works relating to development of sites, ancillary buildings and quarters, and delay in taking over of land, etc. The Committee need hardly point out that such delays result in upward revision of costs of projects and also upset the time schedules.

4.18. The Committee are not convinced of the reasons advanced by the Ministry for the delay in the construction of the press buildings at Santragachi. They are surprised that the construction schemes at Santragachi which did not involve any foreign exchange, and which was essentially a building construction programme, was very much behind schedule and by the end of the Third Plan the percentage of expenditure to estimated outlay was below 50 per cent. The Committee deplore the abnormal delay of about six years in constructing a building for the press.

4.19. The Committee therefore recommend that the Ministry should investigate the reasons for the abnormal delay in the construction works at Santragachi and other presses and fix responsibility therefor.

CHAPTER V BUDGET AND FINANCE

5.1. Statements indicating the original estimates, the revised estimates and the actual expenditures in respect of the Government of India presses during the years 1964-65, 1965-66, 1966-67 and 1967-68 are given below:

Name of the year	1	2	3	4	5	6
		Original estimates concerning the year	Revised Estimates concerning the year	Actual expenditure concerning the year	Variations between cols 2 & 3 Excess(+) Saving(-)	Variations between cols. 3 & 4 Excess(+) Saving(-)
1964-65	.	3,03,41,600	3,16,12,000	3,01,72,624	(+)-12,70,400	(-)-14,39,376
1965-66	.	3,28,74,200	3,35,44,300	3,24,00,107	(+)-6,70,100	(-)-11,44,193
1966-67	.	3,63,35,100	3,86,98,600	3,63,56,691	(+)-23,63,500	(-)-23,41,909
1967-68	.	5,27,84,000	4,68,41,000	4,54,79,400	(-)-59,43,000	(-)-13,61,600

5.2. The shortfall in actual expenditure against the revised estimates for 1964-65 has been explained by the Ministry as:

- (i) mainly due to non-filling up of vacant posts in presses;
- (ii) lesser claim for Children Education Allowance, Medical re-imbusement etc. having been received;
- (iii) non-materialisation of purchase|payment on account of non-finalisation, non-purchase and non-receipt of machinery as was anticipated; and
- (iv) less purchase of Stores than originally anticipated.

5.3. The shortfall in actual expenditure against the revised estimates for 1965-66 has been explained by the Ministry as:

- (i) due to non-filling up of vacant posts;
- (ii) non-procurement of machinery on account of foreign exchange difficulty;
- (iii) non-procurement of plastoflan sheets for Government of India Press, Faridabad on account of foreign exchange difficulty; and
- (iv) less amount of depreciation adjusted on the basis of actual calculation made on dead stock articles, than anticipated at Revised Estimate stage.

5.4. The shortfall in actual expenditure against the revised estimates for 1966-67 has been explained by the Ministry as:

- (i) due to a large number of posts having remained unfilled, posts for which provision was made were not created, adjustment of bills drawn on Simple Receipts;
- (ii) reduced expenditure due to non-materialisation of expected payments on freight charges, purchase of spare parts etc.;
- (iii) reduced expenditure due to non-procurement of machinery owing to Foreign Exchange difficulties;
- (iv) non-adjustment of credit to Depreciation Fund in the case of a press before the close of the year; and
- (v) Reduced expenditure on account of non-materialisation of the procurement programme as anticipated.

5.5. Shortfall in actual expenditure against the revised estimates for 1967-68 has been explained by the Ministry as:

- (i) due to certain posts remaining vacant throughout the year;**
- (ii) non-materialisation of the purchase of spare parts owing to Foreign Exchange difficulties;**
- (iii) non-procurement of machinery involving foreign exchange and curtailment of less essential requirements to effect economy; and**
- (iv) non-materialisation of procurement action of stores as also non-receipt of debits.**

5.6. The Committee note that during the last four years from 1964-65 to 1967-68, there have been large savings year after year in the actual expenditures as against the revised estimates and that some of the contributory factors responsible for these savings, such as non-filling up of vacant posts in the presses, non-materialisation of purchase|payment for machinery, less purchase of stores, etc. have been occurring year after year. This only indicates that the factors contributing to shortfall in expenditure in an earlier year are not taken due note of while framing the estimates for the subsequent year and the budget estimates are repeatedly being inflated without any relation to actual position.

5.7. The Committee desire that all efforts should be made to improve the budgeting relating to Government of India presses to make it more realistic.

CHAPTER VI

PRESS ESTABLISHMENT

6.1. The Committee have been informed by the Ministry in a written note that the Printing and Stationery Department has 14 Government of India presses, a Forms Stores and a Stationery Office at Calcutta and a Publications Branch at Delhi. In the Government of India presses, there are 10,364 industrial and 1,872 non-industrial employees as on 31st March, 1968.

Committee for the Categorisation of Government of India Press Workers—

6.2. A "Committee for Categorisation of Government of India Press Workers" was set up on 26th November, 1963. The terms of reference of the Committee were:—

- (i) to review the classification of the posts of industrial workers, in the Printing Presses under the control of the Chief Controller of Printing and Stationery, into the categories of unskilled, semi-skilled, skilled, highly-skilled and supervisory;
- (ii) where necessary for the purpose of such review, to examine the qualifications, and the field of recruitment/ promotion laid down for each particular post and to suggest modifications therein.

6.3. The Committee submitted its report in December, 1964. The report contains recommendations for (i) categorisation, (ii) revision of pay scales, (iii) abolition and creation of categories (iv) merger of existing categories and (v) general recommendations concerning the service conditions of workers, modifications in the recruitment rules and channel of promotion etc.

6.4. At the time of review of the industrial establishment of the Presses, there were 124 categories of workers in all. The Committee took up the work of reviewing and classifying 93 categories only, after elimination of the entire Reading Branch; the highly paid groups whose minimum of the scale of pay was more than Rs. 240 and certain other categories which were not strictly industrial.

6.5. By rationalisation of the categories and streamlining the set up according to the nature of skill involved at various levels, including supervisory, and by weeding out redundant categories, this

Committee reduced the number of the categories reviewed from 93 to 71. On a further examination of the recommendations of the Committee in consultation with the Ministry of Finance, the Government have further brought down the number of categories to 64.

6.6. In a written note, the Ministry have informed the Committee: "In the process of implementation of the decisions of Government on various recommendations of the 'Committee for Categorisation of Government of India Press Workers', 1964, the following important changes have been made:

- (a) The pay scales of 19 categories of workers have been upgraded.
- (b) 4 new categories with higher pay scales have been created with a view to afford more chances for promotion to higher pay scales.
- (c) The existing set up has been streamlined with the abolition of 18 categories and redesignation of 22 categories.
- (d) The Sections in the productive Branches of the Presses have been reorganized on a rational basis with the composition of each Section with 15 to 20 skilled workers| working groups.
- (e) The supervisory level has been streamlined with the creation of only 2 levels of Foreman and Section Holder in the scales of Rs. 200—380 and Rs. 175—240 respectively, as against existing 8 categories in the pay scales.

6.7. Some of the decisions taken on the recommendations of the Committee were reconsidered recently and orders have been issued improving further the scales of pay of 7 categories."

Committee for the categorisation of posts in the Reading Branch of the Government of India Presses, 1966—

6.8. A second "Committee for Categorisation of posts in the Reading Branch of the Government of India Presses" was set up on the 4th July, 1966. The terms of reference of the Committee were:

- (i) to review and classify the posts in the Reading Branches in the Government of India Presses, under the control of the Chief Controller of Printing and Stationery, into unskilled, semi-skilled, skilled, highly-skilled and supervisory.
- (ii) where necessary for the purpose of such review, to examine the service conditions, pay scales, duty hours and

the field of recruitment/promotion laid down for each particular post and to suggest modifications therein.

Subsequently, some more categories, not pertaining to the Reading Branch, were also entrusted to the Committee for review.

6.9. The Committee submitted its report in two parts; (i) relating to Reading Branch in May, 1967 and (ii) relating to other categories entrusted to it in August, 1967. The report contains recommendations for (i) Categorisation (ii) Revision of pay scales (iii) Abolition and creation of categories and (iv) General recommendations concerning the service conditions of workers, modifications in the recruitment rules and modifications in the channel of promotion.

6.10. In a written note, the Ministry have informed this Committee that on the basis of the recommendations of the Committee for the Categorisation of posts in the Reading Branch of the Government of India Presses, 1966, orders have been issued upgrading the scales of pay of two categories.

6.11. The Ministry have further stated:

"Some of the important recommendations of the Committee which have been accepted in principle and are proposed to be implemented are:

- (a) Two new categories are proposed to be created. One of them will be the post of Reader-in-Charge for supervision of Reading Branches with a strength between 10 and 50. The other will be the post of Copy Editor for editorial functions in respect of gazette printing and other publications, in letter presses.
- (b) The supervision of the Reading Branch should be entrusted to:
 - (i) a Head Reader if the strength of the Branch is 50 or more.
 - (ii) a Reader In-charge if the strength of the Branch is between 10 and 50.
- (c) The Readership Examination, through which the Junior Readers or Readers Class II are appointed, which was hitherto a qualifying examination, will be a competitive examination hence-forth.
- (d) The Committee recommended that the level and quality of lighting as well as space allotted to a particular set of Readers should receive importance for ensuring better

working conditions. They also recommended that all the aspects relating to working should be taken into account at the earliest stage of a project for a new Press and improved in the old presses. These recommendations have been accepted by the Government."

Incentive Bonus Scheme—

6.12. In his Report (1957-58) on the working of Printing and Stationery Department, Shri G. P. Shahni, Officer on Special Duty in the Cabinet Secretariat, O. & M. Division (now Department of Administrative Reforms), had made the following observations in regard to the Incentive Bonus Scheme:

"It is almost unanimously held that abolition of the piece-rate system of remuneration for the industrial workers has resulted in significant drop in printing output. This naturally has raised the question of increasing productivity through a suitably-designed incentive bonus scheme, non-financial incentives being taken to be of very limited value which too might be realised only after a long period. The Ministry of Works, Housing and Supply has already accepted a bonus scheme prepared by the Controller of Printing for introduction in the New Delhi press. As the scheme is expected to yield fruitful results in the matter of higher productivity, it is recommended that any difficulties standing in the way of its implementation should be removed.

To ensure successful execution of the scheme, it would be necessary that a quarterly report on its working is submitted by the press detailing its performance and the obstacles encountered."

6.13. Stating the action taken on the above recommendations of Shri Shahni, the Ministry have stated in a written note:

"The incentive Bonus Scheme originally introduced in the Government of India Press, New Delhi, towards the end of 1958 on an experimental basis, is in operation in six Government of India presses and is being extended from year to year. The out-turns prescribed in the scheme have not been considered to be scientific. It has accordingly been decided by the Government to entrust the work relating to the revision of norms on the basis of a proper work study in the Government of India Press, Faridabad to the National Productivity Council, New Delhi. Government have also accorded sanction to the creation of a

complement of staff headed by an officer in the grade of Controller of Printing to understudy the National Productivity Council and later fix norms in other presses."

6.14. On being asked to indicate the details of the incentive bonus scheme, the representative of the Ministry has informed the Committee during evidence:

"The incentive bonus scheme was introduced for the first time in 1958 in the Government of India press at New Delhi on an experimental basis. Certain norms were worked out for some of the printing and composing operations by an officer on special duty, based on out-turn of piece-rated workers. Because, till 1948 the Government of India press workers used to be paid on piece-rate; it is only after 1948 that they came to the salary system. Once they have come to the salary system, it was necessary to fix some out-turn for them. That out-turn was fixed and the scheme was introduced in 1958. They are given a bonus at the rate of 5 paise per hour of extra out-turn for each Rs. 10 of the operative's basis monthly salary."

6.15. Explaining the Ministry's experience of the scheme, the representative has further stated:

"The unions and workers say that the out-turns fixed on the basis of piece-rated out-turns are very high. Secondly, the Law Ministry have advised us that we can pay extra for more out-turn but we cannot deduct wages for less out-turn than provided in the scheme. So we have not been able to deduct any wages. Some benefit we are getting."

6.16. In reply to the question whether the payment of extra money is more economical, the representative has stated:

"We are getting that at the moment but in order to improve upon it we must have the norms accepted by the workers. That will be done after the National Productivity Council study team submits its report."

6.17. When asked to indicate the total number of man-days lost due to strikes etc. in the Government of India presses during the last three years, the Ministry have furnished the following figures for information of the Committee:

*Statement showing the number of man days lost owing to strikes etc.
during the last three years*

Sl. No.	Name of the Government of India Press	No. of Man-days Lost
	<i>Year 1965—66</i>	Nil
	<i>Year 1966-67—</i>	
1	Government of India Press, Minto Road, New Delhi .	1055
2	Government of India Press, Faridabad	3735
3	Government of India Press, Nasik	70
	Total during 1966-67	4860
	<i>Year 1967-68—</i>	
1	Government of India Press, Minto Road, New Delhi .	13309
2	Government of India Press, Faridabad	20886
3	Government of India Press, Simla	611
	Total during 1967-68	34806

6.18. The Committee note that on the basis of the recommendations of the Committee for Categorisation of Government of India Press workers (1963), the Government of India have brought down the categories of workers from 93 to 64. They also note that the Sections in the Productive Branches of the Presses have been re-organised on a rational basis with the composition of each Section with 15 to 20 skilled workers|working groups.

6.19. The Committee are glad that some of the important recommendations made by the Committee for the Categorisation of posts in the Reading Branch of the Government of India Presses (1966) have been accepted in principle and they are proposed to be implemented. The Committee suggest that a review should be made after three or four years with a view to see to what extent the scheme has succeeded in increasing the efficiency in Government of India Presses.

6.20. The Committee note that the Incentive Bonus Scheme is now in operation in six Government of India presses and is being extended from year to year. They are unhappy to be told that the outturns prescribed in the Scheme have not been considered to be scientific. The Committee fail to understand how a Bonus Scheme

could at all be in operation all these years when no scientific norms were in existence for the outturn of work. The Ministry should have taken up the question of revision of norms on a scientific basis much earlier. The Committee hope that the Productivity Study, which is being conducted by the National Productivity Council, and to which an officer of the grade of the Controller of Printing is to be attached as understudy, will be completed without avoidable delay.

6.21. The Committee are distressed to note that 34,806 man-days were lost due to strike etc. during 1967-68 in three Government of India presses as against 4,869 man-days lost during 1966-67. The Committee are of the view that there is scope for improvement in the labour-management relations in the Government of India Presses so that there is no fall in production due to strikes, etc.

CHAPTER VII

CONCLUSION

7.1. The Printing and Stationery Department (Printing Wing) functions as service organization attending to the printing requirements of both the Houses of Parliament, various Ministries and Departments of the Government of India and the Union Territory Administrations. It undertakes the printing of the official gazette, Acts, Reports, Codes, budget papers and other secret work etc. The Department is also responsible for arranging the printing and distribution of all kinds of publications and forms required by Defence, Posts and Telegraphs and Civil Departments, etc.

7.2. The Committee have noted during the course of examination that where jobs cannot be executed in the Government of India Presses for want of equipment or for want of capacity, they are farmed out to private presses. In certain cases, the Departments are given powers to farm out works themselves and are given advice regarding drawing up of specifications, forms of quotations, etc. The rates obtained by them from private printers are scrutinised and approved by the Printing and Stationery Department.

7.3. The Committee have observed that some Ministries and Departments have been delegated certain powers to get their emergent printing jobs executed without obtaining prior approval of the Chief Controller of Printing and Stationery. They have suggested that Government should evolve a system whereby, the indenting Ministries and Departments report all printing jobs got executed under their own powers to the Chief Controller of Printing and Stationery so that the quantum of printing jobs got executed departmentally is available with the Chief Controller of Printing and Stationery.

7.4. While the printing work of the Government of India is centralised in the Printing and Stationery Department, there is demand from some individual Ministries for setting up of separate presses under their own control. The Committee accept the principle that in the interest of economy, efficiency and promptitude all printing work of the Government should be centralised and put under a unified control under a Ministry and normally Government should

not allow this control to be eroded by the setting up of their own printing presses by the various Ministries. Before attempting to effect unified control, the Ministry should reorganise their existing centralised machinery in such a manner that the existing printing capacity is utilised to the maximum, Government printing jobs are executed promptly at costs comparable to commercial printing and at standards which can compare favourably with standards of printing jobs in advanced countries.

7.5. The Central Printing Agency of the Government of India is at present engaged in the printing of more than 10,000 types of various forms and stationery for the Civil, Military and P&T Departments. The Committee have noted that there is practically no effective control on the number and volume of their production, nor is there any machinery available for ascertaining whether there could be rationalisation of the various types and number of forms and reduction in the number of their printing copies. The Committee have emphasised that a serious study of this problem should be made so that printing of non-essential form is reduced to the minimum and the number of different types of forms is also reduced to the extent possible.

7.6. The Committee are of the view that the question of introducing job costing system in the Government of India presses has not at all been given the importance it deserves during the past ten years. They feel that it is essential to have individual job costing in the Government of India presses as without this there cannot be any 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 the existing Government presses or for the installation of new presses.

7.7. The Committee have noted that Government have been farming out certain types of printing jobs to private presses in the last seven or eight years at rates which are even hundred per cent above the schedule of rates. They consider that the schedule of rates maintained by the Department for private printing has no relation whatsoever to the realities of the situation. They have desired that the schedule of rates prevalent since 1957 should be reviewed and brought up-to-date without delay.

7.8. The Committee have expressed surprise that until now the Ministry do not have the rated capacity of production in the Government of India presses based on a scientific assessment of job capacity both in the composing and printing wings of these presses and that only recently this question has been referred by them to the National

Productivity Council. The Committee feel that in the absence of such vital information it is difficult to assess properly the need for expansion of existing capacity|installation of new capacity.

7.9. The Committee have noted that a high percentage of Government's total printing jobs (about 30 per cent) is even now being farmed out to private presses and that the Ministry have sent up proposals for a few presses in the Fourth Plan estimated to cost about Rs. 33 crores. The Committee have, however, emphasised that before any expansion of existing presses or installation of new units is undertaken, Government should make all efforts for optimum utilisation of the existing capacity and resources and strengthen the organisational set-up of the Department.

P. VENKATASUBBAIAH,
Chairman,
Estimates Committee.

NEW DELHI;
April 14, 1969.

Chaitra 24, 1891 (Saka).

APPENDIX I

(Vide para 2.40 of Report)

Value of Printing Jobs Farmed Out

	Head Quarters Office			Asstt. Controller (O.P.) Calcutta			By Other Gov. Deptt. Staff Govt. Presses	
	1965-66	1966-67	1967-68	1965-66	1966-67	1967-68	1965-66	1966-67 1967-68
Publications	4,21,303	4,18,510	6,02,315	2,12,148	1,67,328	1,45,151		
Binding Jobs	1,86,245	1,12,286	..	(Included in forms)	(Included in forms)	(Included in forms)		Break up not available
Forms	1,02,836	91,604	2,53,528	3,95,254	3,56,945	4,70,812		
Labels	4,11,611	2,36,653	4,09,197	17,498	11,400	42,568		
GRAND TOTAL	11,21,995	8,59,053	12,65,040	6,33,900	5,35,670	6,58,531		

APPENDIX II

(Vide para 2.67 of Report)

Letter No. 43 (35) /62-S&P II/P.I. dated the 4th April, 1964 from Ministry of WH&S (Deptt. of W&H) to all Ministries|Departments the Government of India, etc.

SUBJECTS.—*Printing of Scientific Papers, notes and reports of Governmental Scientific Organisations.*

The undersigned is directed to say that in accordance with the "Rules for Printing and Binding" issued by this Ministry, the Printing of Publications etc. of the Ministries/Departments of the Government of India is normally arranged only through the agency of the Chief Controller of Printing and Stationery. The Rules also provide that printing at private presses is prohibited without the sanction of the Chief Controller of Printing and Stationery and that any arrangements for outside printing and the rates to be paid for such jobs should be previously approved by him.

2. It has now been decided that, as far as scientific publications are concerned, if the Government Presses cannot do the work of requisite quality and within the required period, the Governmental Scientific Organisations can get their publications printed at private presses. In view of this decision, it is requested that necessary intructions may be issued to the Governmental Scientific Organisations under the administration control of Ministries|Departments that when they place requisitions on the Chief Controller of Printing and Stationery for the Printing of their scientific publications, they should clearly indicate the quality of printing (e.g. by sending a sample page from an appropriate publication) and the time schedule in accordance with which the material has to be printed. The organisations should, if possible, also indicate the name of the private press which would be in a position to execute the job of the required quality and within the required time in case a Government press is unable to do the work of the requisite quality within the stipulated time. It will also be helpful if the scientific organisations can give information regarding the amount which will be charged by that Press for the printing of the material. On the basis of this information furnished by a Governmental Scientific Organisation, the Chief

Controller of Printing & Stationery will be in a position to indicate whether a Government press will be able to execute the work of the required quality and within the required time or the organisation concerned may entrust the work to the private presses referred to by it.

APPENDIX III

(Vide para 2.68 of Report)

Note on authorities empowered to get their emergent petty printing jobs executed through private agencies

1. The following authorities are empowered to get their emergent and unforeseen petty printing and binding jobs executed locally through private agencies upto the monetary limits indicated against them, which shall also include the cost of paper and other binding materials:—

- (i) Ministries—Rs. 1,000 per annum.
- (ii) Heads of Deptts.—Rs. 500 per annum.
- (iii) Heads of Offices.—Rs. 200 per annum.

In such cases, the cost shall be debited to the contingencies of the Ministry/Deptt. concerned and no approval of the rates by the Chief Controller of Printing & Stationery shall be necessary.

2. To meet the shortage of essential P. & T. forms on account of non-supply or short supply by the Government of India Presses, the Heads of P & T Circles have been permitted to get their four months' requirements printed locally on each occasion. This power is limited to Rs. 7,500/- for each form and each occasion and is exercised after the Superintendent of the Postal Stores Deptts. concerned has certified that the Forms Store are not in a position to supply the requirements in time. Powers have also been delegated to the Heads of P & T Circles, to the extent of Rs. 500/- for the local printing of publications and other non-standard forms and Rs. 5,000/- for local printing of non-essential P & T standard forms, the power being exercisable in respect of each form/publication on each occasion, subject to funds being available in the budget.

3. In order to ensure that the work of the Defence Organisations does not suffer, powers to the following extent have been delegated to the Defence authorities mentioned below, for local printing of standard forms:—

- | | | |
|------------------------|----------------------------|--|
| (1) D.M.R. & F. . . . | Rs. 1,000 per transaction. | } WHERE standard forms are not available from the Govt. of India forms |
| (2) G.O.C.-in-C. . . . | Rs. 500 per transaction. | |

- (3) Officers Commanding units/Formations/ Establishments. Rs. 250 per transaction. } store, Calcutta.

4. Commissioners of Income-tax have been delegated power to the following extent:—

- (i) Local printing of Income-tax, Wealth Tax, Gift Tax, Estate Duty, Super-Profits Tax, Expenditure Tax and Companies (Profits) Sur-Tax forms in emergent cases on competitive tender basis at a cost not exceeding Rs. 800|- per job subject to an annual limit of Rs. 4,000 these limits being exclusive of the cost of paper/material.
- (ii) Local printing of Income-tax forms in regional languages on competitive tender basis including the cost of paper, provided the cost of paper does not exceed Rs. 1.25 per lb. and subject to the approval of rates by the C.C.P.&S. before farming out the jobs.

5. Collectors of Central Excise have been delegated power to the following extent:—

- (1) Local printing of essential forms in emergent cases on competitive tender basis at a cost not exceeding Rs. 500 per job subject to an annual limit of Rs. 2500|- (exclusive of cost of paper|material), provided the rates do not exceed Schedule Rates (B) of CCP&S.
- (2) Local printing of essential forms in regional languages on competitive tender basis including the cost of paper, provided the cost of paper does not exceed Rs. 1.25 per lb. and subject to the approval of rates by the CCP&S before farming out the jobs.

6. Powers have been delegated to the Director General, Geological Survey of India, and to the Controller, Indian Bureau of Mines, for arranging local printing of their reports, publications etc. including those, in regional languages, after getting clearance from the CCP&S that the capacity in Government of India Presses is not available for such jobs, to the following extent:—

(1) *Execution of work without calling for tenders.*

- (a) Jobs of urgent nature on Schedule rates. Full powers.
- (b) Non-urgent jobs on schedule rates. Not exceeding Rs. 500 in each case.

- (c) Work including special operations not covered by schedule rates. Not exceeding Rs. 1,000 in each case provided that if the operations are a part of the job entrusted under (b) above the relevant limit will apply.
- (d) Jobs of unusual and special nature given on the basis of limited or single tender at rates exceeding the schedule rates. Not exceeding Rs. 3,000 in each case provided the rates do not exceed the schedule rates by more than 50%.
- (2) *Execution of work on tender basis*
- (a) Work awarded on tender basis . Full powers to accept the lowest acceptable quotation which does not exceed Schedule 'A' rate by more than 50%.
- (b) Work on tender basis when the total estimated cost does not exceed schedule rates. Full powers.
- (c) Ignoring of the lowest tenders, for non-conformity with the specifications laid down for requirements. Full powers (within the powers delegated subject to reasons being recorded.)
- The powers delegated above are exclusive of the cost of material.
- (d) Acceptance of tenders inclusive of cost of paper/materials. Full powers provided the total cost in each case does not exceed Rs. 5000 and further provided that (i) the quantity of paper required is small and the work is urgent, or (ii) the requisite paper is out of stock or it is not possible to await supplies from the mills, or (iii) the paper required is of a special variety not ordinarily stocked and supplied by the Stationery Office, Calcutta. This power is subject to the condition that the processing costs do not exceed the limits prescribed in 1(d) above.

Powers to make deduction from Contractors' Bills for their inability to return the raw materials at rates other than penal rate.—

Full Powers

The powers delegated above except item 1(a) are subject to the overall limit of Rs. 2 lakhs per year excluding incidental charges.

7. The Director, Publications Division, has been delegated powers to resort to private printing in respect of (i) Publications in regional languages, and (ii) prestige Publications not exceeding 20 in number per year subject to the following conditions:—

- (1) The Publications Division will be treated as a paying indenter in respect of this delegation of power.

- (2) The receipts from sale of these publications will continue to be credited to the Head "XL IX-Stationery and Printing".
- (3) The tendered rates for the local printing of the 20 publications which are complicated and are expected to be of a high standard and where there is an element of urgency, should be shown to and got approved by the Chief Controller of Printing and Stationery.
- (4) The powers for Local Printing of Publications in regional languages will be subject to the following limits:—

(i) *Execution of work without calling for tenders.*

- (a) Jobs of urgent nature on schedule Rates. Full powers.
- (b) Non-urgent jobs on schedule rates. Not exceeding Rs. 500 in each case.
- (c) Work involving special operations not covered by schedule rates. Not exceeding Rs. 1,000 in each case provided that, if the operations are a part of the job entrusted under, (b) above, the relevant limit will apply.
- (d) Jobs of unusual and special nature given on the basis of limited or single tender at rates exceeding the schedule rates. Not exceeding Rs. 3,000 in each case provided the rates do not exceed the schedule rates by more than 50%.

(ii) *Execution of work on tender basis :*

- (a) Work awarded on tender basis . Full powers to accept the lowest acceptable quotation which does not exceed schedule 'A' rates by more than 50%.
- (b) Work on tender basis when the total estimated cost does not exceed schedule rates. Full powers.
- (c) Ignoring of the lowest tenders, for non-conformity with the specifications laid down for requirements. Full powers, within the powers delegated to the Director, Publications Division, subject to the reasons being recorded.

N.B. The powers delegated above are exclusive of the cost of material.

- (d) Acceptance of tender inclusive of cost of paper/materials. Full powers provided the total cost in each case does not exceed Rs. 5000 and further provided that (i) the quantity

of paper required is small and the work is urgent, or (ii) the requisite paper is out of stock or it is not possible to await supplies from the mills, or (iii) the paper required is of a special variety not ordinarily stocked and supplied by the Stationery Office, Calcutta. This power is subject to the condition that the processing costs do not exceed the limits prescribed in (i) (d) above.

(iii) Powers to make deduction from contractors' bills for their inability to return the raw materials at rates other than panel rates. Full powers.

(iv) The above powers, except item at (i) (a) are subject to an overall limit of Rs. 2 lakhs per year exclusive of incidental charges such as packing and forwarding charges railway freight, Octroi and cartage.

(v) In cases the cost is in excess of the schedule rates (including the allowable percentage), the procedure to be followed shall be decided by the Ministry of Information and Broadcasting in consultation with their Associated Finance.

Scientific Deptts.—exempt as per annexure 'D'.

APPENDIX IV

(Vide para 2.72 of Report)

Rule 12 of the Rules for Printing and Binding

12. PRINTING AT PRIVATE PRESSES: Printing at private presses without the prior sanction of the Chief Controller of Printing and Stationery is prohibited.

EXCEPTIONS. This rule does not apply to:—

- (a) Ministries and Departments in cases where the value of printing, including the cost of paper and other binding materials does not exceed the limits indicated below:

Ministries—Rs. 1,000/- per annum

Heads of Departments—Rs. 500 per annum.

Heads of Offices—Rs. 200 per annum.

Work for such offices may be done locally upto the limit shown above through private agencies and charged to their appropriations for contingencies. No approval of rates by Chief Controller of Printing & Stationery would be necessary.

APPENDIX V

(Vide para 2·72 of Report)

Item 16 of Annexure to Schedule V to the Delegation of Financial Powers Rules, 1958

Sl. No. of Item	Item of expenditure	Monetary limit upto which expenditure can be incurred	3	4	Rules, orders, restrictions or scales subject to which the expenditure shall be incurred
16	Printing and Binding		3	4	
					The expenditure shall be incurred subject to the provisions of the Rules for Printing and Binding and any other orders that the Administrative Ministry or Printing & Stationery Deptt. may lay down from time to time.
	(i) Deptt. of Parliamentary Affairs, President's Recurring Sectt., Vice-President's Sectt. & Prime Minister's Sectt.	Rs. 1000 per annum in each case.			Non-Recurring Full Powers.
	(ii) Other Deptt. Administrators Heads of Deptts.	Rs. 1000 per annum in each case.			Normally the entire Printing & Binding work is executed through the Chief Controller of Printing and Stationery and the cost in the case of Non-Paying Deptts. is debitabale to the Printing & Stationery Department's grant.

Heads of offices other than Under Secretaries in the Deptt. of Central Govt. Rs. 10 per month in each case. Rs. 100 in each cash.

Under Secretaries in the Deptts. of the Central Govt. declared as Heads of Offices.

Rs. 50 in each case. Rs. 500 in each case.

(iii) *Paying Departments*

Full Powers

2. Except in cases mentioned in paragraph 3 below, local printing may be resorted to in emergent and special cases with the prior approval of the C.C.P. & S whose concurrence shall also be obtained to the conditions of the contract and the rates to be paid to the private printers. In such cases also, the expenditure is debitable to the Printing & Stationery Deptt.

3. The following authorities may get their emergent and unforseen petty Printing and Binding Jobs executed locally through private agencies upto the monetary limits indicated against them, which shall also include the cost of paper and other binding materials :

(i) Ministries

Rs. 1,000 per annum.

- (ii) Heads of Departments Rs. 500 per annum.
- (iii) Heads of offices Rs. 200 per annum.

In such cases the cost shall be debited to the contingencies of the Ministry/Department concerned and no approval of the rates by the Chief Controller of Printing and Stationery shall be necessary.

APPENDIX VI

(Vide para 4 of Introduction)

Summary of Conclusions/Recommendations contained in the Report

S. No.	Reference to para number of the Report	Summary of conclusions/ recommendations
I	2	3
1	2.13	The Committee note from the statement showing the value of printing work done in Government of India presses during the years 1963-64 and 1964-65 that although there has been some reduction in the value of the work done in respect of certain heads of accounts, there has been a very sharp increase in respect of some of the items e.g. 'Taxes on income other than corporation tax', 'other taxes and duties', 'Administration of Justice', 'Police', 'Public Health', 'Industries', 'Labour and Employment', 'Public Works', 'Currency and Coinage', 'Mint' and 'Miscellaneous' under free printing. The Committee suggest that the Ministry should analyse the causes of the sharp increase in the value of printing work in consultation with the Ministries concerned and take up with them the question of taking measures to effect economy in the printing work in the Government of India as far as possible.
2	2.14	The Committee suggest that the Ministry should continue to analyse the causes of sharp rise in expenditure on particular items every year and take it up with the Ministries/Departments concerned so that an overall watch is kept to avoid unnecessary expenditure on printing. They regret that there is no such overall control in existence at present.
3	2.19	The Committee note that the Ministry are compiling figures about the volume of printing jobs turned out in Government of India presses in terms of sheet impressions whereas in respect of similar jobs farmed out to private presses the figures are compiled in terms of page impressions. It has been contended by the Ministry that for purposes of comparison, the production in these two sectors cannot be converted into a common denominator with any degree of approximation. The Committee fail to understand however, why statistics for both the sectors cannot be maintained on identical standards. In these circumstances

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they do not know as to how far the comparative figures of the value of jobs done in the Government of India presses and of the jobs got executed through private presses are realistic.

4 2.20 The Committee regret to note that neither any account of the total number of non standard forms nor the cost in respect of these items is maintained by the Presses. As matters stand, no-body now knows about the expenditure incurred by Government of India in printing the civil, military and postal forms annually. This situation should therefore, be remedied early.

5 2.22 The Committee feel perturbed to note that the Government presses will be able to make only 30 crores of various types of numbered receipts out of 60 crores required by the P & T Department and with regard to tag labels, the Government press capacity falls short by 28 crores. As per indications given this gap will not be bridged mainly owing to insufficient capacity to match the demands.

6 2.33 The Committee note that foreign exchange to the extent of Rs. 14 lakhs from free resources areas has recently been made available to the Printing and Stationery Department for the procurement of tag-label making machines for the Government of India Press, Korattva which has been designed specially for printing of forms. As regards release of foreign exchange for the remaining specialised machines, the Committee would like the Government to come to an early decision in the matter in view of the great shortfall in the capacity to meet the demands of the forms.

2.34 What, however, passes the comprehension of the Committee is when the Ministry could not get the necessary allocation from free resources for the essential machines, how the requirements of foreign exchange for the P & T Press proposed to be set up by the P & T Department will be met. Moreover, in their opinion a decision has to be taken as to whether it will be advisable to allow separate presses to be set up by individual Ministries/Departments or whether all the presses have to be set up under a centralised control which is supposed to be an expert authority. Therefore, before any decision is finally taken with regard to the proposal of the P.&T. Department for setting up their own press, a decision with regard to overall policy in this matter should be taken.

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7	2.35	The Committee recommend in this connection that firm estimates of future demand for printing of P&T forms should be prepared in consultation with the Department concerned and after taking the overall position in respect of the demand for printing and capacity available with Government and the private agencies, proposals for expansion of existing Government presses and/or setting up of new ones should be put up for consideration by the proper authorities.
8	2.38	At the same time the Committee would like to impress upon the Ministry of Health and Family Planning and Works, Housing and Urban Development the necessity to streamline the central printing organisation in such a manner as to ensure that the indenting Ministries/Departments can be assured of a dependable, economical, efficient and quick printing service of standard quality comparable to the best standards of jobs obtained in more advanced countries.
9	2.41	From the figures given in Appendix I the Committee note that although there was a fall in the value of jobs farmed out by the headquarters office of the Chief Controller of Printing and Stationery and the Assistant Controller (Outside Printing), Calcutta in 1966-67 as compared to 1965-66, there was a sharp increase in the value of jobs farmed out during 1967-68 as compared to the earlier two years. The Committee also note that the figures of expenditure as shown in the Appendix do not include the figures in respect of some of the jobs executed by some Ministries and Departments which have been delegated certain powers to get their emergent printing jobs executed without obtaining prior approval of the Chief Controller of Printing and Stationery. Therefore, these statistics also are incomplete and show lack of centralised control.
10	2.42	The Committee would like to impress upon Government that a system should be evolved and consistently followed by the indenting Ministries and Departments of reporting all printing jobs got executed departmentally under their own powers, so that the quantum of printing jobs annually got executed by all the Governmental departments put together is available with the Chief Controller of Printing and Stationery.
11	2.43	The Committee note that the demand for printing on the Government of India presses is far outpacing their existing capacity and therefore work has to be farmed out to private presses. In their opinion the Ministry should review this aspect from all angles in order to find out if it would not be prudent and economical to

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		prune the printing requirements of Government of India to the extent possible for which serious efforts could be made.
12	2.53	The Committee note that a publication of a regular nature once cleared by the Screening Committee does not normally come up for review before this Committee unless a necessity is felt by the Controlling Ministry|Department of increasing the number of copies or the number of pages of the publication. The Committee recommend that all publications once cleared by the Screening Committee should be examined by them biennially with a view to deciding upon its further issue for another period of two years, taking into consideration its utility and economics of printing and publication obtaining at the time of review.
13	2.54	The Committee also urge that at the time of this biennial examination, the Screening Committee should invariably call for all information about the number of copies of each publication printed, number of copies distributed free of cost, number of copies sold and the number of copies which could not be utilised.
14	2.53	The Committee are surprised to note that the Central Printing Agency of the Government of India is at present engaged in the printing of more than 10,000 types of various forms and stationery for the Civil, Military and P.&T. Departments and that there is practically no effective control on the number and volume of their production, nor is there any machinery available for ascertaining whether there could be rationalisation of the various types and numbers of forms and reduction in the numbers of their printed copies. The Committee have also been informed that no study has been carried out in this matter so far. The Committee feel that it is high time that a serious study of this problem is made so that those forms, the printing of which can be done away with, are removed from this list, printing of non-essential forms are reduced to the minimum and wherever possible the number of different types of forms is also reduced to the extent possible.
15	2.54	From the statistics furnished, the Committee find that the number of copies of D.O. letter heads printed in 1964-65 was about 1.30 crore as against only 52 lakhs in 1955-56. The copies of D.O. envelopes printed have also gone up from 20 lakhs to more than 50 lakhs. The Committee are of the view that serious efforts are called for to restrict the printing of DO letter heads.

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While attempts have been made by the Government of India in August, 1968 in this behalf by laying down the categories of individuals to whom DO letter heads would hereafter be supplied, the Committee would like the Ministry to keep a strict watch over the Government of India presses to ensure that no exceptions are made to these categories and even the number of copies of the letter heads printed are also kept to the minimum. As regards official letter heads and other publications which are not of regular nature, the Committee desire the Ministry to review the position at an early date in order to reduce their number to the extent possible and effect economy in expenditure.

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2.76

The Committee note that under the rules for authorisation of printing jobs to be done by government departments through private presses the Printing and Stationery Department are posted with the details of quantum and value of printing jobs got executed by government departments under this delegation of powers. But the Department will have no information about the quantum and value of work farmed out to private printers by the Departments under their own powers.

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2.77

The Committee recommend that the desirability of amending the rules whereby printing and binding jobs of all types executed by the paying and non-paying indentors of the Government of India are invariably reported to the Chief Controller of Printing and Stationery may be examined so that the details of quantum and value of printing and binding jobs done by and on behalf of the Government of India are available at one place.

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2.82

The Committee note that the Ministry had to allow the Government scientific organisations in November, 1968 to have their printing jobs done through private presses, due to shortage of capacity in the Government of India Presses. They are however glad to note that a Science Press Project has been included in the Fourth Plan proposals.

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The Committee suggest that suitable arrangements may be made by the Chief Controller of Printing and Stationery for the collection of information of the volume and value of printing jobs got executed by the scientific organisations through private presses.

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2.101

The Committee feel unhappy to note that the schedule of rates of printing framed in 1947 and revised in 1957 is still holding good even though the market rate

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has risen considerably. The result is that the Publications Division have to operate within 50 per cent above the scheduled rates and even then they are not able to do it within that ceiling and have to go to the Ministry of Finance.

2.102 In view of the fluctuating market rates and conditions, the Committee desire that the Department should have a permanent machinery to constantly review the rates of printing of various items and types of work and issue revised schedule of rates at least quinquennially. The schedule of rates now in operation since 1957 needs to be revised without any further delay.

20 2.103 As regards printing of publications brought out by the Publications Division, the Committee feel that an effort should be made to see whether it would not be possible to utilise the language presses of the various State Governments to bring out the literature in the regional languages by the Publications Division. This should be possible in case the State Government Presses have any unutilised capacity. The Committee hope suitable action in the matter will be initiated.

21 2.104 As regards the delegation of powers to the Publications Division for bringing out 20 prestige publications by printing them through private presses, the Committee note that the Printing and Stationery Department are still printing these and the Publications Division have not exercised the powers delegated to them.

22 2.120 The Committee note that the Director of Advertising and Visual Publicity (DAVP) jobs are invariably time bound and rush jobs mostly in regional languages and the capacity in Government Presses has not been found to be adequate enough for acceptance of DAVP jobs for execution within the time limit specified. They further note that while calling for tenders from private presses for a job the DAVP now endorses a copy of the notice to the CCP & S to enquire whether it is possible for a Government of India press to execute the particular job within the prescribed time-limit. The Committee desire that this present practice of simultaneous notice should continue for the time being and the work should be given to the Government of India presses if they can do the job in time.

23 2.121 In the meantime the Committee hope that it will be possible for the Printing and Stationery Department to have their plan for two photolitho units imple-

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		mented during the Fourth Plan for which proposals have been made in order to handle DAVP jobs also in the Government of India presses. The Committee trust that this proposal has been made after carefully assessing available capacity for photolitho work in the country.
24	2.122	The Committee note that no comparison of the rates of the DAVP for private printing is made with the schedule of rates maintained by the CCP & S, the main reason being that jobs executed through private presses by the CCP & S on the basis of his schedule of rates are entirely different from those handled by the DAVP and that the existing schedules do not provide for rates for such works. The Committee would like the DAVP to ensure that special care is taken, in view of the fact that their rates are not comparable to the schedule of rates to see that the rates charged from them by the private printers are reasonable and competitive.
25	2.136	The Committee feel perturbed to learn that the then Officer on Special Duty in the O & M Division, Cabinet Secretariat, who was deputed in 1957-58 to enquire into the working of the Printing and Stationery Department "did not go into the various proposals but made recommendations on the basis of the views held by the officers of the Printing & Stationery Department and hence the recommendations made by him in his report could not be treated as impartial". If this was the view held by the Ministry the Committee fail to understand why this matter was not brought to the notice of the Head of the Organisation & Methods Division in the Cabinet Secretariat and a new organisation and method study carried out immediately.
26	2.137	The Committee are also unhappy that although in 1957-58 individual job costing system was to be tried in the Government of India Press, New Delhi, it could not be implemented as no staff for this work was sanctioned.
	2.138	In view of the arguments advanced by the Ministry in justification of their statement that "no comparison is made of the cost of printing in different Government of India presses with the cost of printing in private presses, as such a comparison will not be realistic", the Committee do not understand why in that case a Cost Study Team has been appointed "to investigate costs of production in the Government of India presses and their comparison with costs in pri-

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vate sector." The Committee are of the view that the question of introducing job costing system in the Government of India presses has not at all been given the importance it deserves, during the past en years. In the opinion of the Committee it is essential to have individual job costing system in the press without which there can be no dependable basis as regards the economics and utility of getting the work done through Government presses vis-a-vis private press or for the expansion of the existing Government presses or for the installation of new presses. The Committee feel that re-organisation of the functions of the Government of India presses for the purpose of rationalisation to improve their efficiency and to introduce economy in production is overdue.

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2.146

The Committee are surprised to note that the rates for private printing now being maintained by the Ministry with reference to which acceptance of tenders for printing jobs being farmed out to private presses is decided by Government, first came into existence as early as 1942 and that these rates were modified on ad hoc basis in 1947 and in 1957, after which there has been no revision of these rates.

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It is all the more surprising that even though "50 per cent over the original schedule of rates are being paid to private printers from 2-5-1949" and "the necessity for further revision of the schedule of rates was increasingly felt since 1962 when it was found that the rates quoted by private printers on tenders were in many cases even more than 50 per cent higher than the scheduled rates", the incumbent proposed to be appointed for the revision of the schedule of rates on a more realistic basis in April, 1967 was actually put on the job on the 24th August, 1968 only.

2.148

The Committee are also surprised to note that Government have been farming out certain types of printing jobs to private presses in the last seven or eight years at rates which are even over hundred per cent above the schedule of rates. Therefore, the Committee cannot help reaching the conclusion that the schedule of rates maintained by the Department for private printing has no relation whatsoever to the realities of the situation. The Committee hope that the Officer on Special Duty solely appointed for the revision of schedule of rates on a more realistic basis will complete his job expeditiously and that a periodical review will be undertaken to assess the cost of

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printing in Government of India presses vis-a-vis private presses with a view to improving the efficiency of the Government presses.

- 28 2.160 The Committee further note that in view of the needs of the P&T Department for forms all over India, regional arrangements for their printing and distribution, and storage and transport are inevitable and hence centralisation of the job of printing P&T forms is not considered desirable by the Ministry. On the other hand the Ministry feel that they have to strengthen the Outside Printing Organisation at Calcutta and probably open new offices in Madras and in Bombay with the insistence of the P&T Department to print trilingual form. The Committee hope that any expansion of the existing organisation or opening of similar organisations in other areas will be considered only if it is found that the new presses proposed to be set up by the Ministry would not be able to meet the requirements for P&T forms and other work of the Government that is being done by the Outside Printing Organisation at present. The Committee further hope that the expenditure involved in the expansion of the organisation, when it is absolutely unavoidable, should be kept to the minimum commensurate with efficiency.
- 29 2.161 The Committee note from the statements furnished that the cost of printing P&T forms executed under the triennial rate contract during the period from 1965-66 to 1967-68 is cheaper as compared to non-P&T forms executed during the same period on an *ad hoc* tender basis. The Committee would like the Ministry to analyse the causes in order to see if cheaper rates than at present could not be obtained for getting the non-P&T forms printed through private presses.
- 30 2.176 The Committee are surprised to note that until now the Ministry do not have the rated capacity of production in the Government of India presses based on a scientific assessment of job capacity both in the composing and printing wings of these presses and that only recently this question has been referred by them to the National Productivity Council. The Committee feel that in the absence of such vital information, it is difficult to assess properly the need for expansion of existing capacity installation of new capacity.
- 31 2.177 The Committee note that while the average performance in respect of mechanical composing sections ranges from 88.8 per cent to 94 per cent of the capacity, with regard to the printing performance, the average for all the presses comes to about 84 per cent.

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		to 67 per cent. The Committee would like the Government to examine whether there is any imbalance in the performance between these two sections, and if so, it should be remedied.
32	2.178	The Committee hope that the National Productivity Council will also consider the percentage of make-ready-time, etc. which should be allowed for purposes of achieving higher degrees of production in the Government of India presses.
33	2.179	The Committee note that ten Government of India presses are at present running a second shift to the extent found feasible. However, a second shift has not been introduced at the new establishments at Coimbatore commissioned in January, 1964, and at Koratty commissioned in October, 1966. The Committee suggest that in order to make fuller utilisation of the existing capacity in the Government presses, second shifts should be introduced in these two presses without delay. The Committee desire further that in future, provision should be made for introducing the second shift in the new Government of India presses from the time they are commissioned.
34	2.180	Pending the assessment of the rated capacity on a scientific basis by the National Productivity Council, to whom the matter has been referred, the Committee suggest that the Department should continuously keep a watch over the performance of the Presses, both in the composing and the printing wings, and whenever a significant fall in production below the existing norms is noticeable, proper remedial steps should be taken.
35	2.187	The Committee note that for more than a decade one-committee after another have been asking the Ministry to fix a definite time-limit for return of proof and for issue of final print order for printing, but they are unhappy to observe that in spite of Government's acceptance of those recommendations, nothing positive has been done so far. All that the Ministry have done is to examine the proposals of the Departmental Committee "at length" and certain "decisions are proposed to be taken". The Committee do not know when, if at all, the decisions will actually be taken and implemented. This shows, in the opinion of the Committee, the casual manner in which proposals/suggestions made by Committees appointed by Government themselves, are treated by the Department.

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2.188	The Committee desire the Ministry to ensure that there is no further delay in incorporating in the Rules of Printing and Binding suitable provisions relating to fixed time-limit for return of proof and giving print orders.	
2.189	The Committee feel, however, that a time-limit of a fortnight for return of proofs by the indenting departments proposed to be incorporated in the Rules for Printing and Binding is rather on the high-side as this will result in locking up of metal, occupation of space, non-productive hours in composing and printing shops, greater depreciation, etc. This in turn will result in rise of overhead expenses and cost of production in the Government presses. There is, in their view, scope for curtailing this period to some extent.	
36	2.190	The Committee regret that even though the recommendation of the Officer on Special Duty, O & M Division, Cabinet Secretariat with regard to submission of returns showing quantity of type metal matter locked up has been stated to have been "implemented", the returns are not being received properly. It is unfortunate that the submission of the return, which could serve as a check on the delay in the work in the Government of India presses, has been allowed to fall in disuse. They suggest that immediate remedial action in the matter should be taken.
37	2.197	The Committee are unhappy to note that even though about a decade ago the Officer on Special Duty, Cabinet Secretariat, O.M. Division recommended that Government should improve the machinery for controlling arrears in the Government presses, the matter was shelved as the Ministry thought that "in view of the setting up of the High Level Committee the printing demands were expected to be controlled". The factual position, however, is that in April|May, 1968 there were as many as 3850 items of jobs in arrears in Government of India presses ranging between six months and three years.
	2.198	The Committee are constrained to note that during the last decade no concrete step appears to have been taken in the Printing and Stationery Department on any matter which could bring in some sort of improvement in the working of the Government presses notwithstanding the appointment of various committees and recommendations made by them.

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| 2.199 | <p>The Committee, therefore, recommend that the machinery for keeping a check on arrears in Government presses should be systematised without any further delay and a more effective way of clearing arrears should be evolved so that all printing indents are cleared by the Government presses within a reasonable period of time as otherwise the printed material in most cases is likely to lose its utility and importance.</p> | |
| 38 | 2.207 | <p>The Committee accept the principle that in the interest of economy, efficiency and promptitude all printing work of the Government should be centralised and put under a unified control under a Ministry and normally Government should not allow this control to be eroded by the setting up of their own printing presses by the various ministries. Before attempting to effect unified control, the Ministry should reorganise their existing centralised machinery in such a manner that the existing printing capacity is utilised to the maximum, Government printing jobs are executed promptly at costs comparable to commercial printing and at standards which can compare favourably with standards of printing jobs in advanced countries.</p> |
| 39 | 2.208 | <p>The Committee note that a high percentage of Government's total printing jobs (about 30 per cent) is even now being farmed out to private presses and that the Ministry have sent up proposals for a few presses in the Fourth Plan estimated to cost about Rs. 33 crores. They would, however, like to emphasise that before any expansion of existing presses or installation of new units is undertaken, Government should make all efforts for optimum utilisation of the existing capacity and resources and strengthening the organisational set-up of the Department.</p> |
| 40 | 2.29 | <p>The Committee note that the capacity of the Parliamentary Wing in the Government of India Press, New Delhi, falls short of the actual requirements by about 625 pages (royal octavo) per day. The Committee find that a Sub-Committee appointed by the General Purposes Committee as far back as 1955 had recommended that provision should be made in the Press for an anticipated increase of printing work of Lok Sabha alone to three lakh pages a year and accordingly they had suggested acquiring and installing additional machinery and making necessary arrangements for additional accommodation. The Committee are,</p> |

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however, surprised that no new machines have been installed since 1958 to augment the capacity of the Parliamentary Wing of the New Delhi Press in spite of the clear recommendation made by a Parliamentary Committee. It is also surprising that although the scheme for the setting up of the Ring Road Press was approved by the Expenditure Finance Committee in May, 1963, this Press has not yet been commissioned even though nearly six years have elapsed. The Committee suggest that taking into account the present workload as also the anticipated increase in Parliamentary printing work (including Hindi printing work) and in the light of the experience gained by them over the years. Government may prepare a realistic scheme for expansion of the capacity of the Parliamentary Wing of the New Delhi Press.

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The Committee understand that besides the Top Secret Wing, there are two wings, in the New Delhi Press:

(a) a Parliamentary Wing and (b) a Government (Main) Wing which are engaged on printing Parliamentary and Government work. They also understand that to cope with the increasing demands of parliamentary printing, help from the Main Wing has to be provided to the Parliamentary Wing, in order to expedite the printing of parliamentary papers. The Committee would suggest that all parliamentary work should be undertaken at the New Delhi Press (both in the Parliamentary and Main Wings) on a priority basis. Any surplus capacity that may be available in that Press after the printing of all Parliamentary work may be made available for Government work during inter-session periods. The Committee would like to stress that diversion of Parliamentary work to presses outside Delhi should be resorted to only in very exceptional circumstances.

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2.31

The Committee would also like the Government to examine the condition of the composing and printing machines in the New Delhi Press. A survey should be conducted to find out whether owing to non-availability of spares, machinery, etc. and organisational weaknesses the work in the Parliamentary Wing of the Government of India Press, New Delhi, has suffered and, if so, to what extent there has been loss of output due to the above factors. Based on the findings of the said survey, prompt remedial measures should be taken.

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| 43 | 3.32 | Another aspect which the Committee would like to stress is that there should be proper parity and correlation between the capacity in the various sections such as the composing section and the machine room. There should not be any hold-up of composed material awaiting printing. |
| 44 | 3.33 | The Committee note that upto 1964, the performance of the printers in the matter of supplying printed copies of the original version of Lok Sabha Debates within 10 working days and the other jobs within a reasonable time was fairly satisfactory. But they regret that since 1965 there has been excessive delays ranging from one month to eight months in the matter of supplying printed copies of the original version of Debates. The Committee recommend that efforts should be made to clear all the arrears of both versions of the Debates at an early date and thereafter arrangements should be made to revert to the original schedule of printing a day's debate within 10 days of the sitting. They also suggest that the ideal of over-night printing of Debates should be kept in view and sustained efforts should be made in that direction in the light of technical advances in the field of printing. |
| 45 | 3.34 | The Committee would also like that all efforts should be made to avoid printing errors in Parliamentary jobs. The quality of material such as printing paper, cover paper, etc., used for Parliamentary publications should be of a uniformly high standard and no variation in the colour scheme or format should be sought unless it is absolutely unavoidable. |
| 46 | 4.17 | The Committee are unhappy to note that there has been heavy shortfall in expenditure against the estimates during the Third Five Year-Plan in respect of Government of India Presses at Coimbatore, Koratty, Ring Road (New Delhi) and at Santragachi. The reasons for this shortfall are stated to be due to the non-completion of works relating to development of sites, ancillary buildings and quarters, and delay in taking over of land, etc. The Committee need hardly point that such delays result in upward revision of costs of projects and also upset the time schedules. |
| 47 | 4.18 | The Committee are not convinced of the reasons advanced by the Ministry for the delay in the construction of the press buildings at Santragachi. They are surprised that the construction schemes at Santragachi which did not involve any foreign exchange. |

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and which was essentially a building construction programme, was very much behind schedule and by the end of the Third Plan the percentage of expenditure to estimated outlay was below 50 per cent. The Committee deplore the abnormal delay of about six years in constructing a building for the press.

4.19 The Committee therefore recommend that the Ministry should investigate the reasons for the abnormal delay in the construction works at Santragachi and other presses and fix responsibility therefor.

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5.6

The Committee note that during the last four years from 1964-65 to 1967-68, there have been large savings year after year in the actual expenditures as against the revised estimates, and that some of the contributory factors responsible for these savings, such as non-filling up of vacant post in the presses non-materialisation of purchase/payment for machinery, less purchase of stores, etc. have been occurring year after year. This only indicates that the factors contributing to shortfall in expenditure in an earlier year are not taken due note of while framing the estimates for the subsequent year and the budget estimates are repeatedly being inflated without any relation to actual position.

5.7

The Committee desire that all efforts should be made to improve the budgeting relating to Government of India presses to make it more realistic.

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6.18

The Committee note that on the basis of the recommendations of the Committee for Categorisation of Government of India Press Workers (1963), the Government of India have brought down the categories of workers from 93 to 64. They also note that the Sections in the Productive Branches of the Presses have been reorganised on a rational basis with the composition of each Section with 15 to 20 skilled workers/working groups.

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8.18

The Committee are glad that some of the important recommendations made by the Committee for the Categorisation of posts in the Reading Branch of the Government of India Presses (1966) have been accepted in principle and they are proposed to be implemented. The Committee suggest that a review should be made after three or four years with a view to see to what extent the scheme has succeeded in increasing the efficiency in Government of India Presses.

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- 51 6.20 The Committee note that the Incentive Bonus Scheme is now in operation in six Government of India presses and is being extended from year to year. They are unhappy to be told that the outturns prescribed in the Scheme have not been considered to be scientific. The Committee fail to understand how a Bonus Scheme could at all be in operation all these years when no scientific norms were in existence for the outturn of work. The Ministry should have taken up the question of revision of norms on a scientific basis much earlier. The Committee hope that the Productivity Study, which is being conducted by the National Productivity Council, and to which an officer of the grade of the Controller of Printing is to be attached as understudy, will be completed without avoidable delay.
- 52 6.21 The Committee are distressed to note that 34806 man-days were lost due to strike etc. during 1967-68 in three Government of India presses as against 4860 man-days lost during 1966-67. The Committee are of the view that there is scope for improvement in the labour-management relations in the Government of India presses so that there is no fall in production due to strikes, etc.
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APPENDIX VII

(vide para 5 of Introduction)

Analysis of Conclusions/Recommendations contained in the Report

I. CLASSIFICATION OF RECOMMENDATIONS :

A. Recommendations for improving the organisation and working :

Serial Nos. 1, 2, 3, 4, 5, 6, 7, 8, 9, 10, 11, 12, 13, 16, 17, 18, 19, 20, 21, 22, 23, 24, 25, 26, 27, 28, 29, 30, 31, 32, 33, 34, 35, 36, 37, 38, 39, 40, 41, 42, 43, 44, 45, 46, 47, 48, 49, 50, 51 and 52.

B. Recommendations for effecting economy :

Serial Nos. 14 and 15.

II. ANALYSIS OF THE RECOMMENDATIONS DIRECTED TOWARDS ECONOMY :

Sl. No.	Sl. No. as per Summary Recommendations (Appendix VI)	Particulars
1	14	The Committee have suggested that a study of the problem of control on the number and volume of various forms and stationery is made immediately so that printing of non-essential forms are reduced to the minimum and wherever possible the number of different types of forms is also reduced to the extent possible.
2	15	The Committee have suggested that serious efforts are made to restrict the printing of D.O. letter heads and a strict watch over Government presses is also kept to ensure that no exceptions are made to the categories of individuals entitled to receive such D.O. letter heads and that the number of copies thereof to be printed is also kept to the minimum.
		The Committee have also suggested that the Ministry should review the position in regard to official letter heads and other publications which are not of regular nature with a view to reducing their number to the extent possible and effecting economy in expenditure.

I :

Sl. No.	Name of Agent	Agency No.	Sl. No.	Name of Agent	Agency No.
DELHI					
24.	Jain Book Agency, Connaught Place, New Delhi.	11	33.	Oxford Book & Stationery Company, Scindia House, Connaught Place, New Delhi—1.	68
25.	Sat Narain & Sons, 3141, Mohd. Ali Bazar, Mori Gate, Delhi.	3	34.	People's Publishing House, Rani Jhansi Road, New Delhi.	76
26.	Atma Ram & Sons, Kashmere Gate, Delhi-6.	9	35.	The United Book Agency, 48, Amrit Kaur Market, Pahar Ganj, New Delhi.	88
27.	J. M. Jaina & Brothers, Mori Gate, Delhi.	11	36.	Hind Book House, 82, Janpath, New Delhi.	95
28.	The Central News Agency, 23/90, Connaught Place, New Delhi.	15	37.	Bookwell, 4, Sant Naran kari Colony, Kingsway Camp, Delhi-9.	96
29.	The English Book Store, 7-L, Connaught Circus, New Delhi.	20	MANIPUR		
30.	Lakshmi Book Store, 42, Municipal Market, Janpath, New Delhi.	23	38.	Shri N. Chaoba Singh, News Agent, Ramlal Paul High School Annexe, Imphal.	77
31.	Bahree Brothers, 188 Lajpatrai Market, Delhi-6.	27	AGENTS IN FOREIGN COUNTRIES		
32.	Jayana Book Depot, Chapparwala Kuan, Karol Bagh, New Delhi.	66	39.	The Secretary, Establishment Department, The High Commission of India India House, Aldwych, LONDON W.C.—2.	59

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