

12

STANDING COMMITTEE ON URBAN DEVELOPMENT
(2015-2016)

SIXTEENTH LOK SABHA

MINISTRY OF URBAN DEVELOPMENT

*Modernization of Directorate of Printing, Government of India Stationery Office and
Department of Publication*



TWELFTH REPORT

LOK SABHA SECRETARIAT

NEW DELHI

August, 2016/ Sravana, 1938 Saka

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Department of Publication***

Presented to Lok Sabha on .12.08.2016

Laid in Rajya Sabha on12.08.2016



**LOK SABHA SECRETARIAT
NEW DELHI**

August, 2016/ Sravana, 1938 Saka

C.U.D. No.: .98

Price : Rs.

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Publish under Rule 382 of the Rules of Procedure and Conduct of Business in Lok Sabha (Fifteenth Edition) and Printed by

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**COMPOSITION OF THE STANDING COMMITTEE ON
URBAN DEVELOPMENT (2015-2016)**

Shri Pinaki Misra - Chairperson

MEMBERS

LOK SABHA

2. Shri Rajendra Agrawal
3. Shri Ramesh Bidhuri
4. Shri Ram Charan Bohra
5. Shri Dushyant Chautala
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7. Dr. Dharam Vira Gandhi
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RAJYA SABHA

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24. Shri Anil Desai
25. Shri Parvez Hashmi
26. Shri Rangasayee Ramakrishna
27. Shri Mukul Roy
28. Shri C.P. Thakur
29. Shri K.G. Kenye*
30. Shri R.S. Bharathi**
31. Vacant #

* Shri K.G. Kenye has been nominated w.e.f., 20 May, 2016, Vice Shri Khekiho Zhimomi expired on 26 November, 2015.

** Shri R.S. Bharathi has been nominated w.e.f., 3 August, 2016, Vice Shri S. Thangavelu retired from Rajya Sabha on 29 June, 2016.

Shri Satish Sharma retired from Rajya Sabha on 4 July, 2016.

SECRETARIAT

- | | | | |
|----|----------------------------|---|---------------------|
| 1. | Smt. Abha Singh Yaduvanshi | - | Joint Secretary |
| 2. | Shri D.S Malha | - | Director |
| 3. | Ms. Amita Walia | - | Additional Director |
| 4. | Shri Anil Kumar | - | Under Secretary |
| 5. | Shri Mukesh Kumar | - | Executive Assistant |

(iv)

INTRODUCTION

I, the Chairman, Standing Committee on Urban Development (2015-16) having been authorized by the Committee to submit the report on their behalf, present this Twelfth Report (Sixteenth Lok Sabha) on the subject, "Modernization of Directorate of Printing, Government of India Stationery Office and Department of Publication" pertaining to the Ministry of Urban Development.

2. The Committee had the briefing by the representatives of the Ministry of Urban Development on the subject on 3rd February, 2015, evidence of the non-Official witnesses, namely, the representatives the Government of India Press Workers Union, Minto Road, New Delhi, Government of India Text Book Press Workers Association, Chandigarh, Government of India Text Book Press Workers Association, Bhubaneswar, All India Stationery Office Employees Association, Kolkata on 24th June, 2015. Evidence of the representatives of the Ministry of Urban Development was taken on 3rd August, 2016.

3. The Committee express their thanks to the officials of the Ministry of Urban Development for placing before them the requisite material and information desired from time to time as well as for their considered views in connection with examination of the subject. The Committee would also thanks to all the non-official witnesses stated in Para 2 above for their valuable suggestions on the subject.

4. The Committee would also like to place on record their appreciation for the valuable assistance rendered to them by the Officials of the Lok Sabha Secretariat attached to the Committee.

5. The Committee considered and adopted the draft Report at their sitting held on 10th August, 2016.

6. For facility of reference, the observations/recommendations of the Committee have been printed in bold in Part II of the Report.

NEW DELHI;
10 August, 2016
19 Sravana, 1938(Saka)

PINAKI MISRA,
Chairperson,
Standing Committee on Urban
Development.

(v)

REPORT
CHAPTER-I

Introductory :

1.1 The history of the Government of India Presses dates way back to the year 1862 when the Government had established a Central Printing office at Calcutta and later added one more unit at Shimla (1872) and also at Rashtrapati Bhawan in 1872 (originally established at Calcutta as Press to the Private Secretary to the Viceroy). The Directorate of Printing had six Printing Presses in pre-Independence period. With the manifold increase in Government activities, since it became difficult to cope with the printing needs of the Government of India, the number of printing presses were increased all over the country. The whole organization was trifurcated in 1973 into Directorate of Printing which is one of the main functions of the organization, second Govt. of India Stationery Office and third the Department of Publication. Now these are attached offices of the Ministry of Urban Development. In 2003, 23 presses were functional. Then subsequently, due to merger there are 12 printing presses and 3 text book presses as of now.

DIRECTORATE OF PRINTING

1.2 Directorate of Printing was set up as an attached office of the Ministry of Urban Development. As per the allocation of Business Rules the Directorate is the Government Printer for executing printing works for all Ministries/Departments of Government of India, including forms for Civil and Defence Departments. It is also responsible for the stocking and distribution of various forms for Ministries/Departments, as per their requirements. This Directorate also renders advice from time to time to various State Governments and Central Government Ministries/ Departments on technical matters relating to printing and allied subject in printing technology as well.

1.3 The mandate of the Directorate of Printing are as under:

- To act as the nodal agency for Government of India for printing and function as Government Printer.

- To execute the printing jobs of all Ministries/Departments of Government of India, both the Houses of Parliament, President's Secretariat, Prime Minister's Office and Cabinet Secretariat.
- To print all Gazettes, Rules/Bills, Acts and Ordinance of Government of India.
- To maintain stock of all forms required by the Government of India and to distribute the same on demand to the Ministries/Departments.
- To render advice from time to time to various State Governments and Central Government Ministries and Departments on technical matters relating to printing and allied subjects; and
- To conduct study for up gradation of technology, modernization of presses and manpower requirements.

1.4 It has under its administrative control a total of 17 Units, i.e., 12 Government of India Presses, 3 Text Book Presses, one Outside Printing Branch and one Forms Store for exclusively fulfilling the demand for various standard forms for the Ministries/Departments of the Central Government. The Production-cum-Training Centre at Shimla and Faridabad also functions to train the in-service employees. The Printing Jobs being executed by the Directorate include a range of requirements of various Ministries/Departments of Government of India and Lok Sabha and Rajya Sabha, Cabinet Secretariat, P.M.O. These are being undertaken within the stipulated time period. The specific demands of Departments for printing jobs in multicolour are also being met by out sourcing.

Organizational Structure

1.5 The Directorate of Printing is headed by the Director of Printing who is the administrative and technical Head of the Department. There are 17 field units under the Directorate of Printing as under:-

1. Government of India Press, Minto Road, New Delhi.
2. Government of India Press, Santragachi, Howrah, West Bengal.
3. Government of India Press, Nashik, Maharashtra
4. Government of India Press, Rashtrapati Bhavan, New Delhi.
5. Government of India Press, Ring Road, Mayapuri, Delhi.
6. Government of India Press, Faridabad, Haryana
7. Government of India Press, Nilokheri, Haryana
8. Government of India Press, Shimla, Himachal Pradesh.
9. Government of India Press, Aligarh, Uttar Pradesh.
10. Government of India Press, Temple Street, Kolkata, West Bengal.
11. Government of India Press, Coimbatore, Tamil Nadu.
12. Government of India Press, Koratty, Kerala.
13. Government of India Text Book Press, Chandigarh.
14. Government of India Text Book Press, Bhubaneswar, Orissa.
15. Government of India Text Book Press, Mysore, Karnataka.
16. Outside Printing Branch, Kolkata, West Bengal.

17. Government of India Forms Store, Kolkata, West Bengal.

1.6 During deposition before the Committee, the Secretary, Ministry of Urban Development has stated as under:

“The printing will continue to be an important function of the Government although on a much more limited scale. There are some essential documents which need printing in hard form. Even as we increase acceptability of e-gazettes, there may be need for a hardcopy of Government of India Gazettees for some time. So the role of the printing department will continue.”

1.7 When asked to explain about the printing works undertaken by the Directorate of Printing during the last five years, the Ministry of Urban Development in its written replies has stated as under:

“Directorate of printing undertakes printing works of different Ministries/Department. Following are some of the major works undertaken by the Directorate:

- Union Budget related document
- Railway budget;
- Session papers of both the Houses of Parliament;
- Detailed Demands for Grants, Outcome Budget and Annual Reports of all the Ministries;
- Tour programmes of President of India, Vice-President and Prime Minister of India.
- Import and export policy announced by Government of India;
- Budget documents of Delhi Government
- Gazette of India(Weekly and Extraordinary) and Delhi Gazette;
- Uploading of printed Gazette Notifications on E-Gazette website i.e. www.egazettee.nic.in for public access.
- Question Papers of different Departments, Secret/Confidential Publications;
- Indian Trade Journal
- Printing and issuing of HOR Forms and Air Exchange Vouchers for VVIPs/VIPS.
- Ceremonial jobs for Republic Day and Independence Day celebrations.
- Standard forms of Government of India and Special Forms of all Parliamentary Forces.
- Income Tax forms;
- Postal forms for all Postal Store Depots located in all over India.”

1.8 On being asked whether the Ministry has realized the allocation of work relating to the Directorate of Printing to the Ministry of Urban Development does not appear to be quite appropriate and based on very sound principles, the Ministry has stated as under:

“Directorate of printing was a part of the combined organization comprising Directorate of Printing, Department of Publication and Government of India Stationery Office headed by Chief Controller of Printing and Stationery. The CCPS was trifurcated into three organizations, i.e., Directorate of Printing, Government of India Stationery Office and Department of Publication in 1973, under the then

Ministry of Works and Housing. This arrangement is being continued. As per Government of India(Allocation of Business Rules), 1961 Printing is under the purview of Ministry of Urban Development.”

1.9 When asked to state whether the Ministry is unable to devote adequate time to monitor and supervise the work of Directorate of Printing, as it had been engaged in more or less tasks of carrying out the urban development all over the country, it is submitted as under:

“As per Government of India(Allocation of Business Rules), 1961 Printing matter of Government of India are under the purview of Ministry of Urban Development. Directorate of Printing is entrusted with the task of Printing Government’s Budget, budget documents, gadgets etc. This Directorate is headed by Director of Printing. PSP Division in the Ministry under a Joint Secretary level officer supervises the matters of Directorate of printing.

Furthermore, the Joint Secretary in PSP Division is holding the additional charge of Deputy Financial Adviser and is thus looking after some of the work of Finance Division (IFD) of the Ministry.”

1.10 On elaborating on the adverse impact of trifurcation of PSP Division, the National Federation of Printing, Stationery and Publication employees in their written memorandum has stated as under:

“The abolition of the post of CCPS and trifurcation of PSP division dealt an organizational death blow from which Department was never able to recover due to bifurcation of the operational functions which remained vested with the implementing authorities i.e., Director of Printing, Controller of Stationery and Controller of Publication but decision making functions were taken away and vested with the Joint Secretary in the Ministry. Previously the CCPS was the single point of authority with whom operational responsibilities and administrative powers were vested. Moreover, the post of Joint Secretary in the Ministry, with passage of time was given other branches and thus the three Heads of the Department in the field became lame ducks and hence ineffective as they had to report directly to the Joint Secretary in the Ministry of Urban Development on all administrative issues but there was no coordinating authority for operational functions. Thus, it was an impractical and unworkable situation. This led to the steady decline of the three Departments.

The trifurcation of these Departments was ordered without examining and laying down procedures and process for complete segregation and alternatives to interdependence. As a result the coordinating post of CCPS was abolished and the three Departments continued to remain interdependent on each other.

Despite trifurcation and re-classification of one Department as attached office and two Department Subordinate offices, the Accounting Structure continued to remain

under the control of Director of Printing of the three Departments without commensurate administrative and financial powers."

1.11 Government of India Text Book Press Workers Union, Bhubaneswar, in their written memorandum submitted as under:

"In order to eradicate illiteracy in India the then Government of West Germany donated sophisticated press machines to the Government of India free of cost for the printing of Text Books at a nominal price as per the proposal of UNESCO. Shri Biju Pattnaik, the then Chief Minister of Odisha provided 100 acre of rent free land with electricity and water for the establishment of the Press at Bhubaneswar and it is functioning since 1974 to till date.

It is a matter of regret that Urban Development Ministry some time back took a decision to close/merge/privatize the press for the reason best known to the authority and it created a panic among the serving employees but due to continuous approach, appeal by the employees organization at the apex level, the cabinet took a decision not to close the presses but efforts are to be taken to privatize the press.

Inter alia it may be mentioned here that these presses are having enough work in their hand and workers are fully engaged to meet the requirement of the various Ministries like Home(Census), Finance(Income Tax), HRD, Defence, Postal and printing of the text books for the State Government of Eastern Region and are also ready to take up more works of the Government departments as and when necessary."

1.12 During evidence of non-officials on 24.06.2015, the representatives of Workers Association, Government of India Text Book Press, Chandigarh had informed the Committee that:

"since 1982 they have been asked to print traditional stationery forms along with other presses and in the year 2002 a notification was issued, but till then they have won best Press Award for 4 times among the then 21 Printing Presses. Further, it was stated that they have not been provided with any new machinery since 1985. An acute shortage of manpower due to retirement of personnel/staffs have been causing huge difficulties to them in execution of work but despite of all Odds, they are performing their best. Moreover, if they demanded 500 metric tonne of paper, they got only 20 metric tonne during 2014-15. The representative also apprised that they had many printing orders in hand but had no paper to print for more than 2 and a half months and if they are provided with more variety of papers, they can perform still better by doing more work. Chandigarh press also does not have any secret section for confidential jobs such as question papers and lack of security staff compels them to engage industrial staff for security work as the press building is established in 6 acre of area."

1.13 The Ministry informed that during the year 2014-15, against the annual demand of 291 Metric Tons of Paper, 120 Metric Tons of paper was supplied to GITBP Chandigarh.

1.14 When asked about the States which had sought advice from the Directorate of Printing on technical matters relating to printing, the Ministry has stated as under:

"States/UTs which have sought the technical advice from Directorate of Printing include:

1. UT of Andaman & Nicobar
2. UT of Lakshadweep
3. UT of Daman and Diu
4. State Government of Bihar
5. State Government of Odisha
6. State Government of Himachal Pradesh

Apart from these States/UTs, various Government Departments like NCERT, Bureau of Indian Standard, RGI, Employment News, CCERT and Delhi University have also sought for technical advice from the Directorate of Printing."

1.15 On being asked about the total sanctioned employee strength of each of the 17 Government of India Printing presses against the on roll/actual strength versus collective total actual strength during each of the last 5 years and till date of the current year, the Ministry replied as under:

Govt. of India Presses

Sl. No.	Name of the Press/Unit	Sanctioned Strength (as on 5-4-2013)	On Roll (as on 01-01-2012)*	On Roll (as on 01-01-2013)	On Roll (as on 01-01-2014)*	On Roll (as on 01-01-2015)*	On Roll (as on 01-08-2016)	Vacant
1	Aligarh	519	283	253	242	217	191	328
2	Coimbatore	454	159	133	109	97	77	377
3	Faridabad	765	571	540	508	478	420	345
4	Koratty	441	94	71	59	51	42	399
5	Minto Road	861	584	548	491	455	363	498
6	Nashik	798	273	257	271	250	214	584
7	Nilokheri	537	210	202	183	165	133	404
8	Rashtrapati Bhavan	71	40	38	35	31	28	43
9	Ring Road	746	505	456	412	379	328	418
10	Santragachi	794	404	379	360	335	305	489
11	Temple Street	349	129	120	113	99	87	262

12	Shimla	134	183	174	159	145	115	19
13	Govt. of India Form Store, Kolkata	181	231	219	208	188	147	34
14	Out Side Printing Branch, Kolkata	19	17	18	18	17	14	5
	Total	6669	3683	3408	3168	2907	2464	4205

Govt. of India Text Book Presses

Sl. No.	Name of the Press/Unit	Sanctioned Strength	On Roll (as on 01-01-2012)	On Roll (as on 01-01-2013)	On Roll (as on 01-01-2014)	On Roll (as on 01-01-2015)	On Roll (as on 01-08-2016)	Vacant
1	Mysore	127	46	42	41	39	32	95
2	Chandigarh	251	136	122	111	95	77	174
3	Bhubaneswar	180	86	78	74	67	46	134
	Total	558	268	242	226	201	155	403
	Grand Total	7227	3951	3630	3394	3108	2619	4608

1.16 It is observed that the total vacancies in Government of India Presses is 64% while in government of India Text Books Presses is 72%. The total present vacancies in the Directorate of Printing, Government of India Stationery Office and Department of Publication is 65%. In some of the Presses the vacancies is more than 90% such as Koratty Press (90%), Coimbatore Press 83%, Nilokheri and Temple Street and Faridabad Presses have 75% vacancies. Similarly, there is an acute shortage of staff in both the Government of India Presses, Government of India Text Book Presses.

1.17 The Ministry in a written reply informed as under:

"The existing sanctioned staff strength of GIPs/GITBPs and other Unit is 7227, out of which only 2619 employees are on roll and 4608 posts are lying vacant as on date. There is no ban on recruitment but the posts which were lying vacant for more than one year has gone under deemed abolition. The two proposals for the revival of 700 posts and 937 posts were taken up with Ministry. The Ministry of Finance approved the proposal for the revival of 700 posts in July 2015. However, linked with the modernization of Govt. of India Press, a comprehensive view shall be taken to revive the required posts. As regard, the proposal to revive 937 posts in the second phase, it shall be taken after the above revival is completed."

1.18 On a query on the steps being taken/proposed to be taken to fill up vacancies in the Department, since when the recruitment against the superannuating Officers staff have not been taken up in the Department and the reasons for this kind of aversion against recruiting and infusing fresh blood in the system, the Ministry in its action taken replies has stated that:

“Most of the posts under direct recruitment category are in Group C category are under deemed abolition. A proposal to revive them with the approval of Ministry of Finance is under process. However Govt. is also exploring various options to restructure the Departments. They are:

Directorate of Printing: Modernization, Re-engineering of human resources and mergers and strategic relocations.”

1.19 Details of Staff Strength of Government of India Presses and Units for the past 10 years:

Sl. No.	Year	Sanctioned Strength				On Roll			
		Group A	Group B	Group C	Total	Group A	Group B	Group C	Total
1.	2006 01.01.2006	41	121	7830	7992	29	76	5357	5463
2.	2007 01.01.2007	42	137	6490	6669	25	61	4701	4787
3.	2008 01.01.2008	42	137	6490	6669	23	55	4540	4618
4.	2009 01.01.2009	42	137	6490	6669	21	48	4474	4543
5.	2010 01.01.2010	42	137	6490	6669	23	54	4213	4290
6.	2011 01.01.2011	42	137	6490	6669	24	64	3874	3962
7.	2012 01.01.2012	42	137	6490	6669	23	87	3608	3718
8.	2013 01.01.2013	42	137	6490	6669	25	86	3315	3426
9.	2014 01.01.2014	42	137	6490	6669	24	77	3065	3166
10	2015 01.01.2015	42	137	6490	6669	17	75	2825	2917

1.20 Details of Staff Strength of Government of India Text Book Presses for the past 10 years.

Sl. No.	Year	Sanctioned Strength				On Roll			
		Group A	Group B	Group C	Total	Group A	Group B	Group C	Total
1.	2006 01.01.2006	6	15	537	558	2	7	371	380
2.	2007 01.01.2007	6	15	537	558	2	7	345	354
3.	2008 01.01.2008	6	15	537	558	2	7	337	342
4.	2009 01.01.2009	6	15	537	558	2	7	321	330
5.	2010 01.01.2010	6	15	537	558	2	6	309	317
6.	2011 01.01.2011	6	15	537	558	2	3	281	286
7.	2012 01.01.2012	6	15	537	558	2	5	263	370
8.	2013 01.01.2013	6	15	537	558	2	4	237	243
9.	2014 01.01.2014	6	15	537	558	2	3	214	219
10	2015 01.01.2015	6	15	537	558	2	4	195	201

1.21 During the evidence, the representative of the Ministry while explaining about the lapsing of vacant posts, stated as under:

" In the past, I would admit very candidly that the vacant posts lapsed because of the Department of expenditure standing instruction that if you do not fill them up for a certain period of time i.e., 1 year, they lapse."

1.22 On the authorized and existing number of equipment present in all the Government of India Presses, their lifespan, and modernization undertaken and replacement of these machineries since last ten years, the Ministry has submitted as follows:

"All the Govt. of India Presses are equipped with the pre-printing, printing and post-printing machineries of Offset technology as since the obsolete technology i.e. Letter Press have been completely replaced. Normal Life span of printing machineries is 10 to 15 years, but it may vary depending upon the workload and usage."

1.23 As per the 22nd report of the Standing Committee Urban Development (14th Lok Sabha), the Ministry of Urban Development stated that in the last two decades, modern and superior quality equipments and machineries have not been added to the existing fleet to the required extent and at the required place. This has resulted in non-availability of new technology equipment and machineries, as well as on overall downfall in the demand for high quality and state-of-the-art jobs from Government Presses. However, the Government has now approved restructuring/modernization of the Presses, whereby latest machines are being procured in a phased manner. When asked to explain the present situation and steps being taken by the Ministry till now to increase the availability of new technology, equipment and machineries in Govt. of India Presses the Ministry has submitted as under:

“Partial modernization of Govt. of India Presses was undertaken between 2004 and 2008 in which Offset Technology which includes Pre-Printing, Printing and Post-Printing of Indian make machines & equipments have been installed to replace the Letter Press technology.”

1.24 During the evidence, the Secretary, Ministry of Urban Development has submitted that:

“It is important to modernize these presses at least some of them if not all of them, which is where this whole issue about leveraging the surplus lands with the printing presses came up. On 1st April, 2014 this matter was taken up the Committee of Secretaries, which said for examination of all the options. Straightway getting a budgetary support would be an obvious solution to modernize the press, which is important objective. But Government budgetary resources being limited, the option of using the lands available with the printing presses comes up. These are more than hundred years old lands. So that option is also being examined where NBCC or some other PPP model can be considered.”

1.25 Informing about the shortage and purchasing of machinery, the Ministry stated as under:

"11 printing machines were inducted in GIP Minto Road during 1986-87 and 2 machines in the year 2005. Simultaneously some allied equipments were also added. Details are given below:

Pre-Printing

Sl. No.	Details of Machines Commission	Nos.	Make/ Model/Type	Original (Cost in `)	Year of Purchase	Date/Year of	Date/Year of Installation
01.	D.T.P.	50	HCL	46,11,227.00	2004	2004	2004
02.	Laser Printer	06	HP-4200	5,05,068.00	2004	2004	2004
03.	Server	05	HCL	11,14,870.00	2004	2004	2004
04.	Plate Processor	02	Shakti Udyog	6,86,400.00	2005	2005	2005
05.	Vertical Process Camera	02	-	2,47,154.00	1990	1990	1990
06.	Printing Down Frame	02	Shakti Udyog	1,87,200.00	2005	2005	2005

Printing

01.	Sheetfeed Offset Machine A/2 1987	07 1987	Dominant	33,51,545.00		1987
02.	Miller Machine A-1	04	Miller	-	1986	1986
03.	Offset Machine Double Colour A-2	02	HMT SOM-225	50,14,305.00	2005	2005

Binding

01.	Book Sewing Machine	01	Robertson	2,25,000.00	2005	2005	2005
02.	Wire Stitching Machine	02	Star Engg.	93,184.00	2005	2005	2005
03.	Folding Machine	02	Polygraph	NA	-	-	-
04.	Wire Stitching Machine	02	-	-	2005	2005	2005
05.	Lamination Machine	01	Indian	7,10,000.00	1989	1989	1989
06.	Cutting Machine Programatic	04	ACME	41,16,000.00	2004	2005	2005

Vehicle

01.	Jeep	01	Mahindra	-	1996	1996	1996
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The Ministry further informed that in respect of other Government of India Presses last indentation was made in 2008."

Need for Modernization of Printing Presses

1.26 An absolute need has been arisen for upgradation and modernization of the existing printing machineries in GIPs. In brief the need for modernization is justified on the following grounds:

- These Presses were last modernized in the year 2002
- Modernization is a continuous process in an industrial set up
- To keep pace with quality of output required
- Most of the machineries are outdated(almost 20 years old) and are not economically and technically viable
- Old machineries are affecting the productivity of the Presses as quality work and time schedule for delivery of jobs is difficult to achieve with old machines
- Land available with these Presses are under-utilized. Most of the Presses are having surplus land available with them which can be put to optimum use.

1.27 Ministry of UD has directed NBCC to prepare Feasibility Report (FR)/Detailed Project Report (DPR) for the same. Accordingly NBCC has submitted FR for 8 Govt. of India Presses and same is under consideration.

A Technical Committee constituted in the Directorate of Printing has finalized the machineries and equipment depending upon the specific requirement of the Presses sent to PSP Division on 3.6.2013.

The NBCC has already appointed Technical Consultant to provide consultancy in drawing specification, extending assistance in procurement of equipment/machinery, and in installation of equipment/machinery and running thereof.

The architectural drawing etc. have also been done through selected architect by NBCC for Govt. of India Press, Minto Road and Ring Road. The Plan-layout for Govt. of India Press, Aligarh, Faridabad, Santragachi, Nashik, Coimbatore has also been drawn by NBCC.

1.28 The three pronged approach which has been deliberated in the Ministry includes the following:

- a) Leveraging of land resources to generate revenue for financing modernization.
- b) To undertake modernization on pilot basis on PPP model and replicate it, if found successful.
- c) Financing the modernization through budgetary support.

1.29 On being asked on the concern over the issue of budgetary constraints, sufferings of employees, modernization large scale of outsourcing of printing job, the Secretary, Ministry of Urban Development during evidence had assured that:

“I would rather look at the future and assure the Committee that we will quickly take same view on this”.

1.30 On being asked whether the Ministry of Urban Development has explored the feasibility of hiring an outside agency to modernize and revamping the printing, Stationery office through outsourcing, the Ministry in its written replies has stated as under:

“No outside agency has been hired so far, for Modernization in respect of Directorate of Printing and GISO. However, in respect of Directorate of Printing, Ministry of UD has directed National Buildings Construction Corporation limited (a Govt. of India enterprise) to prepare Feasibility Report (FR) Detailed Project Report (DPR) for the modernization of Govt. of India Presses by commercial exploitation of land in the Presses. Accordingly NBCC has submitted FR for 8 Govt. of India Presses.”

1.31 The Committee was earlier informed that the Ministry have deliberated on the three pronged approach for the modernization of the Directorate of Printing which inter-alia include leveraging of land resources to generate revenue for financing modernization, to undertake modernization on pilot basis on PPP model and replicate it if found successful and financing the modernization through budgetary support approach, when asked about the progress and efforts, the Ministry replied as under:

"The said proposal was considered by Committee of Secretaries meeting held on 01-04-2014. The Committee recommended the following:

'MoUD may either redesign the project in PPP mode as per laid down procedures in consultation with the M/o Finance/DEA and the Planning Commission, or submit a proposal to M/o Finance for budget allocation as per extant practices.'

Accordingly, after consultation with Ministry of Finance the proposal of modernization through budgetary support is under progress and Govt. of India Press, Minto Road is being taken up as a pilot project."

1.32 Following table shows the land resources available with Government of India Printing Presses:

Sl. No.	Name of the Govt. Press /Units	In acres	Ownership	Terms & Conditions
1.	Coimbatore	132.70	Press	Land Provided by State Govt. @ Rs. 762.14 per acre.
2.	Faridabad	100.03	-do-	Land provided by Faridabad Development Board on 26.2.1955 for Rs. 1,95,054.00
3.	Nilokheri	35.01	-do-	Land acquired from Deptt. of Rehabilitation, M/o Supply & Rehabilitation, New Delhi for Rs. 2,40,625.00
4.	Aligarh	37.39	-do-	Land purchased from U.P. Govt. for Rs. 3,56,412.60 in the year 1961.
5.	Koratty	75	-do-	Land acquired from individuals for Rs. 2,32,451.59 in 1957-58.
6.	Santragachi	92.48	-do-	Established in 1863. Old records not available with the press.
7.	Temple Street	1.508	-do-	Established in 1924. Old records not available with the press.
8.	Nashik	109.00	-do-	Land taken from individuals for Rs. 2.5 lakhs
9.	Minto Road	5.44 Acres	-do-	Established in 1931. Old records not available with the Press.
10.	Ring Road	37.161	-do-	Land provided by DDA for Rs. 45,39,448.00
11.	R.P. Bhawan	NIL	NIL	The premises belongs to R.P. Bhawan.

12.	Shimla	5.278	Press	Established in 1872. Old records not available with the Press.
13.	Office of AD(OP)	-	-	-
14.	Government of India Forms Store	1.49	GIFS	Functioning since 1923. Records related to terms and conditions not available with the press.
15.	Chandigarh (TBP)	11.07	Press	Donated by State Govt. of Punjab under UNESCO programme
16.	Bhubaneshwar (TBP)	28.928	On--lease	Established in 1975. Land was provided by the State Govt. free of cost.

Land resources: Printing Presses

1.33 On being asked about whether the Ministry has done any survey about the land under the purview of Directorate of Printing, the Secretary, Ministry of Urban Development during evidence submitted that:

“There are differences of opinion even on utilizing surplus lands for these kinds of purposes. The Hon’ble Members suggestion about commercial use of printing presses, it was never intended to be for commercial operations. These were for captive Government business only. However, if that is the considered recommendation of the Committee.....”.

1.34 During the evidence, the Ministry deposed as under:

"the method for modernisation was to leverage the land because these presses are located at very vantage locations. For example, Minto Road in Delhi and there is lot of land attached to them. So, this option was deliberated at length but then the Committee of Secretaries under the chairmanship of Cabinet Secretary took the view that alienating this land will not be a good proposition and therefore for modernisation the route of utilising budgetary grant should be explored. This took place in 2015. Before that, the Ministry had worked with NBCC to develop a comprehensive plan for re-development & leveraging the land. But because of this decision in 2015, the whole process again went back to where we had started.

Now, currently we have been discussing in the Ministry that first of all we should take up the modernisation of the Minto Road Press and the machinery should be procured and installed by the Department itself. It is a heritage building. So, it should be renovated by CPWD. These two estimates are in advance stages of preparation and we expect to have the final estimates ready by the end of this month. Then we would have a meeting of the Standing Finance Committee because the total cost would be of the order of Rs.100 crore to Rs.150 crore. So, it will be within the competence of the Ministry subject, of course, to the availability of budget for which we will move the Ministry of Finance and then we can start this work."

Budgetary Allocation

1.35 Following are the budgetary provisions of Directorate of Printing:

Year	Budget Estimate (B.E) (Rs.in crores)	Revised Estimate (R.E) (Rs. in crores)	Actual Expenditure (A.E) (Rs.in crores)
2010-11	188.26	190.13	175.52
2011-12	208.92	190.19	168.71
2012-13	208.03	190.90	177.09
2013-14	204.77	189.93	175.51
2014-15	212.66	189.14	182.19
2015-16	198.45	191.16	175.78
2016-17	229.08	-	52.87*

*Expenditure upto June, 2016

1.36 When asked to explain about the accounting system adopted by all the Government of India Presses so as to ensure better financial management of the printing units, the Ministry in their written replies has stated as under:

“At present Proforma Accounting System is being followed by all the Government of India Presses.

The Government of India Presses is catering the printing needs of all Ministries/Departments of Central Government on 'No Profit - No Loss' basis.

Since Proforma Account is prepared, no profit no loss basis, total expenditure incurred by the Government of India Press in this regard divided into two parts.

(a) Total Direct labour cost (b) Total Indirect Cost.

To assess cost, entire Press is divided into various cost centers and hourly rates of each cost centres have been decided on the basis of Proforma Accounts. The hourly rates are approved by the Chief Advisor Cost, Ministry of Finance.

The Proforma Accounting System have been adopted since pre-independence era based on British Federation of Master Printing Costing Systems.”

1.37 When asked to explain about the outstanding dues of the Directorate of Printing and difficulties being encountered by the Government of India Presses in realizing the printing charges from various indenting Ministries/Departments, the Ministry in their replies stated as under:

“An amount of Rs. 385.62 crores is outstanding from various indenting Ministries/Departments. Difficulties being encountered by the Govt. of India Presses in realizing the printing charges from various indenting Ministries/Departments are:

(i) Original acknowledgement of receiving the consignment by Indenting Department is not received in time, which, are required to be sent to the indenting Departments along with the bills. Some of indenters are asking for acknowledgment of jobs printed and supplied before some years back, most of the departments are not in a position to produce acknowledgment at this later stage, stating the reason that they have weeded out files, change their office and so on. Some of the indenters are asking for supporting documents like dispatch voucher, indent copy, and original bills, which has already been sent to them with provision bills. (ii) Some time budgets are not available with the Indenting Departments. (iii) Some departments were merged with other departments and records/ are not available with them. In old cases, the indenting departments are not traceable at the addresses from whom, they placed their indents.

Some amount are not realized due to provisional bill system, i.e., Provisional and Final bills. Now all the Presses are submitting only the final bill as per the approved hourly rate.”

1.38 Following is the Ministry/Organisation/State-wise list showing the outstanding printing charges:

Outstanding Printing Charges: Ministry-Wise/Organization/State
as on 30.6.2016.

S.No.	Name of Ministry	Outstanding amount (Rs. in Crore)
1	Ministry of Agriculture	3.84
2	Ministry of Ayush	0.08
3	Ministry of Chemical & Fertilizers	0.03
4	Ministry of Civil Aviation	0.35
5	Ministry of Coal	0.05
6	Ministry of Commerce & Industry	2.77
7	Ministry of Communication & Information Technology	73.76
8	Ministry of Company Affairs	0.04
9	Ministry of Consumer Affairs, Food and Public Distribution	0.24
10	Ministry of Corporate Affairs	0.72
11	Ministry of Culture	0.35
12	Ministry of Defence	70.45

13	Ministry of Drinking Water and Sanitation	0.01
14	Ministry of Earth Sciences	0.14
15	Ministry of Energy	0.01
16	Ministry of Environment, Forests & Climate Change	1.11
17	Ministry of External Affairs	2.55
18	Ministry of Finance	27.41
19	Ministry of Food Processing Industries	0.05
20	Ministry of Health & Family Welfare	9.56
21	Ministry of Heavy Industries & Public Enterprises	1.39
22	Ministry of Home Affairs	31.77
23	Ministry of Human Resource Development	8.53
24	Ministry of Information & Broadcasting	0.81
25	Ministry of Information & Technologist	0.01
26	Ministry of Labour & Employment	6.32
27	Ministry of Law & Justice	5.43
28	Ministry of Micro Small & Medium Enterprises	0.62
29	Ministry of Mines	0.20
30	Ministry of Minority Affairs	0.08
31	Ministry of New and Renewable Energy	0.06
32	Ministry of Non Conventional Energy Sources	0.13
33	Ministry of Panchayati Raj	0.05
34	Ministry of Parliamentary Affairs	0.03
35	Ministry of Personnel, Public Grievances and Pensions	2.54
36	Ministry of Petroleum & Natural Gas	0.12
37	Ministry of Power	0.09
38	Ministry of Railways	2.37
39	Ministry of Road Transport & Highways	0.75
40	Ministry of Rural Development	1.41
41	Ministry of Science & Technology	0.14
42	Ministry of Shipping	0.35
43	Ministry of Skill Development & Entrepreneurship	0.01
44	Ministry of Small Scale Industries	0.02
45	Ministry of Social Justice & Empowerment	0.45
46	Ministry of Statistics & Programme Implementation	5.93
47	Ministry of Steel	0.05
48	Ministry of Supply	0.33
49	Ministry of Textiles	0.13
50	Ministry of Tribal Affairs	0.30
51	Ministry of Urban Development	91.45
52	Ministry of Welfare	0.22
53	Ministry of Women & Child Development	0.07
54	Ministry of Youth Affairs & Sports	0.03
55	Bureau of Indian Standards (BIS)	0.01

56	Cabinet Secretariat	0.13
57	Comptroller Auditor General of India	2.57
58	Commission of SC & ST	0.13
59	Lok Sabha Secretariat	1.30
60	Minority Commission	0.12
61	Planning Commission	0.59
62	Rajya Sabha Secretariat	0.02
63	Staff Selection Commission	0.24
64	Tis Hazari Court	0.04
65	UPSC	0.60
66	Election Commission of India	1.15
67	Govt. of Andhra Pradesh	0.04
68	Govt. of Bihar	0.29
69	Govt. of Delhi	17.19
70	Govt. of Haryana	1.82
71	Govt. of J&K	0.04
72	Govt. of Karnataka	1.75
73	Govt. of Madhya Pradesh	0.24
74	Govt. of Odisha	1.52
75	Govt. of Tamil Nadu	0.12
	Grand Total	385.62

1.39 The Ministry further informed that for recovery of money, all the Presses have done the following:

"All the Presses have formed recovery team who visit the Indenters for recovery of printing charges. Various DO Letters from MoS (UD) level, Secretary (UD) level and JS (UD) have been written to indenting Departments which are having outstanding dues. Positive response is received and an amount of rupees 153.62 Crores has been realized in the FY 2015-16. During the current year Rs. 23.33 Crores has been realized."

1.40 The Tenth Report of Expenditure Reform Commission under the Ministry of Finance had given the following recommendations:

Government of India Presses are following an outdated cost accounting system, which does not allow timely billing for realizing printing charges from indenting Departments. Provisional bills are initially raised. After the Proforma Accounts are finalized, final bills are raised after a delay of three years.

It is recommended that a professional group may be hired to set up a computer based commercial accounting system on a time bound basis at Nasik and Coimbatore. Once this settles down, the system may be introduced in all the Presses, irrespective of the fact that some of these may be amalgamated with others or even be closed down or

sold in the future, When asked about the measures taken on the above recommendation, the Ministry in their written replies has stated as under:

“Directorate of Printing hired M/s N.C Mittal & Co. Chartered Accountant as consultant expertise in this field for introduction of Commercial Accounting System in GIPs. After study of Govt. of India Presses accounting system M/s. N.C. Mittal & Co. Chartered Accountant firm has submitted his preliminary report in three volumes, these were examined by the Committee headed by Joint Secretary (UD) but it was found that model prepared by M/s. Mittal & Co. does not fulfill the requirement of the Presses. Hence, the contract with M/s. N.C. Mittal & Co. was terminated. At present, efforts are being made to hire the services of the Financial Institutions/Chartered Accountant’s Firms empanelled with CAG of India/RBI and preferably having knowledge of Govt. of India Presses working and exposure to Government Accounting.”

1.41 Directorate of Printing is responsible to execute printing jobs of all Ministries/Departments of Government of India, both the houses of Parliament, President Secretariat, Prime Minister’s Office and Cabinet Secretariat. In this connection, When asked to state the printing jobs assigned to this Directorate and printing jobs assigned to other private printers by the above Ministries/ Departments since last ten years the satisfaction level of the Ministries/Departments and about the differences in the rate for printing work done by the Directorate of Printing and private printers, the Ministry in their replies has stated as under:

“Since last 10 years 1,28,539 jobs have been executed by Directorate of Printing for various Ministries/Departments. Due to some technical reasons like non-availability of varieties of papers, four colour printing machines, Digital Printing Machine, CtP System, variable data printers, flow line binding system, Computer Stationery Printing machines, Bar coding machines, 291 jobs could not be executed and NOC for the same have been issued and those jobs were executed through Private Printers by the concerned Ministries/ Departments.

Being a service provider to Govt. Departments, Directorate of Printing is working on “No profit-No loss basis” (Proforma Accounting basis) and the rates for printing are approved by the Chief Advisor (Cost), Ministry of Finance. Hence, the rates of Govt. of India Presses and Private Printers cannot be compared.”

1.42 With more and more computerization, the quantum of printing job is going down. when asked whether it is possible to identify areas where the Ministry need Government owning on the printing and publication side maintain confidential publication and rest of them to get through private sector, the Secretary, Ministry of Urban Development has stated that:

“That is exactly what is happening now. Only some of the essential publications are going to the printing press.”

CHAPTER-II

GOVERNMENT OF INDIA STATIONERY OFFICE (GISO)

2.1 The Government of India Stationery Office (GISO) established in the year 1850, is a Sub-ordinate office under the Ministry of Urban Development. It has its Headquarters at Kolkata and three Regional store Depots located in New Delhi, Chennai and Mumbai. GISO is responsible for transparent procurement of stationery and paper made articles in economical cost and supply to the Government officers for their use. The procurement is made from Small Scale Industries (SSI) registered under MSME Act through e-procurement system under CPP Portal and following the guidelines of Central Vigilance Commission (CVC). The procured items are supplied after inspection by Inspection Wing as per procedure of Bureau of Indian Standard (BIS) and on the basis of the "Quantity Scale" to avoid wastage of stationery as well as drainage of Government money unnecessarily in terms of "Rules for the Supply and use of Stationery Stores" followed by Government of India decisions under SI. No. 21 of Schedule V of DFPR.

During the period from 1997 to 2010, a number of studies had been conducted regarding relevance of GISO. It was decided to continue the operation of GISO with reduced staff strength of 622 from 1214. Budgetary support is being provided by the Government.

2.2 When asked about the budget of GISO, the Ministry informed the following:

Year	Budget Estimates	Revised Estimates	Expenditure
2014-15	29.08	24.93	24.29
2015-16	26.27	30.74	19.97
2016-17	40.19	-	12.79 (upto 15 July, 2016)

2.3 The Committee while discussing the challenges faced by GISO, the Ministry informed as under:

- ▶ Role of GISO reduced due to amendment in provisions of GFR Rule 140, wherein full powers for procurement of goods delegated to the Ministries or Departments.
- ▶ Steady decline in the role of GISO. Rule 140 of GFR 2005 amendment
- ▶ Reduction in supply of stationery.
- ▶ Reduction in staff strength.
- ▶ Reduction in budgetary allocation.

2.4 When asked about the official stand on GISO, the Ministry informed as under:

- ▶ Cabinet decided to wind up GISO in 1987
- ▶ Cabinet revoked the decision in 1991
- ▶ DAR&PG study suggested conversion of GISO into an autonomous body in 1997
- ▶ ERC recommended closure of GISO in 2001
- ▶ Parliamentary Standing Committee on U.D. recommended that GISO be continued in 2008
- ▶ Ministry of UD, in consultation with Ministry of Finance, decided to continue GISO with the existing staff.

2.5 When asked to furnish actual expenses incurred on overheads/establishment per annum on GISO vis-a-vis, amount of stationery actually purchased and actually supplied by it from 2000 to 2005, i.e., before GFR amendment in 2005, and from 2006 to 2016 till date in a tabular form, the Ministry informed as under:

Before GFR amendment in 2005:

(Rs. in Crore)

Financial Year	Actual expenses incurred on overheads/establishment	Amount of stationery actually purchased	Actually supplied
2000-2001	7.87	7.06	5.60
2001-2002	7.76	11.30	9.01
2002-2003	8.03	14.39	10.89
2003-2004	8.06	13.32	11.90
2004-2005	8.56	4.96	4.40

From 2006 to 2016 till date:

(Rs. in Crore)

Financial Year	Actual expenses incurred on overheads/establishment	Amount of stationery actually purchased	Actually supplied
2005-2006	9.28	1.88	1.63
2006-2007	9.46	2.06	1.37
2007-2008	9.87	1.58	0.75
2008-2009	14.58	1.83	1.43
2009-2010	18.44	4.87	4.41
2010-2011	18.15	5.33	5.52
2011-2012	17.76	3.94	4.06
2012-2013	18.98	0.49	2.62
2013-2014	20.09	1.63	2.12
2014-2015	21.17	3.13	3.25
2015-2016	21.19	6.75	5.98
2016-2017 (till date)	6.79	6.68	3.45

2.6 During briefing Sitting of the Committee held on 3 February, 2015, the representative of the Ministry of Urban Development stated that, "I think in short period of time the role of Stationery unit will more or less finished. Even now we are spending almost Rs.20 crore to do our stationery business of around Rs.3 crore. For purchase of Rs. 3 crore of stationery, we are spending Rs. 22 crore on establishment. While keeping the interests of the employees in view some solution needs to be found. I think it is an efficient way of buying stationery where Government Ministries and Departments do it themselves. The GFR amendment in 2005 which enabled the Ministries and Departments to purchase stationery themselves was a well-thought out decision. Everything need not to be routed through this particular office."

2.7 When asked about the actual ratio-proportion of spending on overheads/establishment against purchase of stationery per annum executed through Government of India Stationery Office (GISO) before 2005, the Ministry replied as under:

(Rs. in Crore)

Financial Year	Spending on Overheads/Establishment (A)	Purchase of Stationery (B)	Ratio (A : B)
2000-2001	7.87	7.06	1.31 : 1.17
2001-2002	7.76	11.30	1.29 : 1.88
2002-2003	8.03	14.39	1 : 1.79
2003-2004	8.06	13.32	1 : 1.66
2004-2005	8.56	4.96	1.07 : 0.62

2.8 During the evidence, the GISO employee Association representatives deposed before the Committee as under:

"since the closure of GISO, GISO has not been allowed to work in a full-fledged manner by giving adequate budgetary support. Even nowadays GISO has a tremendous relevance. Even in this year the Government has finalized a quantity statement to the tune of Rs. 87 crore. The quantity statement is prepared on the basis of the indenters and on the basis of their payments but the Government has allotted only Rs. 3 crore budget in place of Rs. 87 crore. We have been allotted only three-fourth of the budget. So, how can GISO emerge as an effective and vibrant organization.

Some indenters from remote places are coming to GISO for having their stationery from GISO and we could not supply the stationery according to their needs. They beg us virtually for more and more stationery. Until and unless we have adequate budgetary support from the Government, we will not be able to satisfy them."

2.9 The representatives of the GISO further submitted as under:

"The Government used to tell us that the rates of GISO are higher than that of the open market. Whenever we supply stationery to the indenters, we add 20 per cent handling charge. By adding the 20 per cent handling charge, we earn our salaries, which is the profit.

In addition to that the question of procurement of printing paper has come to surface. Prior to the closure of GISO, GISO was used to procure printing paper on behalf of the Directorate of Printing. GISO has a well equipped procurement system as well as quality control system, which is the Inspection Wing. So far as my knowledge goes, the Directorate of Printing neither has an efficient procurement system nor has the quality control. If the Government would allow us to procure the printing paper on behalf of the Directorate of Printing, certainly the budget will escalate and GISO will be revived".

2.10 When asked whether the Direct Demanding Officer, DDO, procures paper for the GISO. DGS&D finalize the rate contract and GISO only place the supply order on the supplying firms. Often, DGS&D concludes the rate contract at the belated stage of financial year and with the result GISO do not have much scope to utilize their Budget as when they place the supply order at the fag end of the financial year, the supplying firms fail to supply the stationery to the stationery store before the close of the financial year and hence the Budget remains unutilized, the Ministry replied as under:

"The procurement of the items which are under DGS&D rate contract were being procured from DGS&D and it was fact that DGS&D often concluded the rate contract at the belated stage of financial year and therefore, GISO failed to utilize the entire budget since 2015-16."

CHAPTER-III

DEPARTMENT OF PUBLICATION

3.1 The Department of Publication was established on 1st April, 1924, is a subordinate office under Ministry of Urban development. It has its headquarter at Delhi and 6 Govt. Book Depots cum Sales Counter located in Delhi, Kolkata, Bangaluru and Mumbai as a service branch for Publication of the Gazette of India, Army Gazette, etc. and its Stocking, Sale and Distribution. The Department of Publication issues Symbol Numbers, pricing and promotes sales activities. Further Department of Publication updates fresh arrival on monthly basis in the departmental website. The Department has 344 Sales Agents Spread over the country.

3.2 Following are the functions of Department of Publication which acts as a Publisher of the Government Publications, viz.

- The Gazette of India (17 types)
- Delhi Gazette (7types)
- Supreme Court Reports
- Law Publications
- Defence Publications
- Indian Trade Journal
- Election Commission Reports
- Railway Publications
- All Priced Publications of Government of India.

3.3 Being the publisher and custodian of Government of India publications, the Department has the role of custodian regarding Gazette publications. The Department is the largest depository of Government publication of 6949 titles of civil publications and 2964 of Army Publications excluding all periodicals & Gazette notifications. The role of Department of Publication is redefined by the decision of the Govt. to discontinue physical printing of Gazette notifications in GIPs and switch over to e-publishing of all Government of India Gazette notifications by uploading directly on e-gazette website w.e.f. 1.10.2015.

3.4 When asked about the budgetary support to their Department the Ministry provided the following information:

(Non-Plan)

Year	Budget Estimates	Revised Estimates	Expenditure
2014-15	36.96	33.97	33.90
2015-16	32.55	32.16	30.41
2016-17	30.48	-	20.10 (upto 16 July, 2016)

3.5 The Committee was informed that the Department also earns revenue through advertisements published in Indian Trade Journal and Gazette of India Publications. They also participate in Book Fairs promotional activities.

3.6 When enquired that just as all the Government Departments have the freedom to decide whether they would utilize the services of Department of Publications or not, does the Department of Publication also have the right to refuse an order for Printing, the Ministry replied that the Department of Publication is the official publisher of all Government Publications. Therefore, it cannot refuse any order received from any Ministry/Department for Printing of their Materials.

PART – II

OBSERVATIONS/RECOMMENDATIONS

Recommendation No. 1

Modernisation of GOI Printing Presses - An Utter Necessity

The Committee note that the Government of India Presses were established to cater to the printing requirements of various Ministries at a time when the printing technology had old technologies like letter press. Some of these presses are as old as 150 years, first full-fledged press being started at Delhi in 1923. Major responsibilities of all Government of India Printing Presses is to execute printing jobs of all Ministries/Departments of Government of India, such as, Parliamentary matters, Railway Budget, Ballot Papers, Question Papers, Reports of CAG, various forms of Defence Ministry, Secret documents of Ministries/Departments, UPSC work, Cabinet Secretariat Reports, 17 types of Gazette Notifications, E-Gazette, Economic Survey, Export and Export Policy, Annual Reports/Detailed Demands for Grants/Outcome Budgets/Different Publications/Reports of Ministries/Departments of Government of India and official ceremonies-including Republic/Independence Day, etc., etc. The Directorate plays a very vital role as the printer and custodian of all sensitive Government of India publications.

The Committee further note that there has not been any induction of new printing machinery/equipment in any of the 12 Government of India Printing Presses and 3 Government of India Text Book Presses since last 30 to 40 years and all the 15 Government of India Printing Presses have been functioning day and night in 3 shifts with absolutely obsolete and outdated printing machinery/equipments. In recent times, printing technology has emerged as most compatible with the Information Technology. Therefore, with the changing time it has become essential to adopt and update the earlier technology by adopting latest technology for quality production, higher productivity and better services in a competitive environment. The Committee further opine that in spite of the fact that India is going digital, there are some aspects of Government business which are absolutely sacrosanct and where confidentiality is the essence and as long as this need for confidentiality remains, these Government of India Printing Presses

will never become irrelevant. They will always remain relevant because all secret and confidential Government and Parliament Business like General/Railway Budgets, CAG Reports and lots of other important papers cannot be put into digital domain before its presentation to the Parliament.

The Committee are of the considered opinion that all Government of India Printing Presses and their staff have been instrumental in executing important tasks of Government of India while maintaining confidentiality and secrecy of work assigned to them since independent Government of India Printing Presses came into existence. But irony is that all the 15 Government of India Printing Presses and their pressing needs have been grossly ignored by all the concerned Ministries namely Nodal Ministry of Urban Development and Ministry of Finance. Since the year 2002, the Cabinet took a decision that Shimla and Gangtok Presses as well as Government of India Stationery Office should be closed down, merge 5 Presses and transfer three textbook presses to State Government while all the other 12 Government of India Printing Presses should be retained and modernized. However, the decision remain unimplemented.

The Committee during their study visit to Government of India Text Book Press, Bhubaneswar received lots of representations which gave a completely dismal picture as they all live and work in a state of total uncertainty with the constant fear of a hanging sword over their heads for their unpredictable fate since 2002 onwards when the Cabinet took a decision that all the 3 Text Book Presses (Chandigarh, Bhubaneswar and Mysore) may be transferred to State Governments; followed by another Cabinet decision in 2006, which stated that the 3 Government of India Text Book Presses be privatized. The Committee also witnessed that there was extreme shortage of manpower so much so that one person was multitasking by sweeping, cooking, cleaning and printing. The Committee found that the workers morale has been at rock bottom and they actually feel like orphans where nobody cares for them. They feel that this Press is in a dilapidated state which might be closed any day leaving their future in lurch. The Committee are also aware that not only the working conditions of the employees is pathetic but also machinery is not in working condition, and at times spare parts of other similar machines are used to make at least one machine work to meet the deadlines.

The Committee, therefore, strongly feel that the Nodal Ministry of Urban Development and Ministry of Finance, who have failed for the last 15 years to take any concrete decision and its implementation regarding modernization of all the retained Government of India Printing Presses, should now at least promptly act as a guardian to all the Government of India Printing Presses, for their ultimate welfare.

The Committee, therefore, strongly recommend that the Nodal Ministry of Urban Development and Ministry of Finance should not delay, any further, the implementation of modernization of all the 15 retained Government of India Printing Presses, including, 3 Text Book Presses and must put an end to this indecisiveness and attitude of delay in decision making, forthwith. The Committee further recommend that the Ministry of Urban Development must invariably highlight the following requirements to obtain adequate and timely budgetary grants:

(i) modernization and induction of high speed sophisticated, computerized printing machinery and allied equipments which has been the inevitable need since long to cope with the ever increasing demand for printing in multi colour at a cheaper rate, and to adhere to strict time schedule of Government/Parliament Business besides being competitive with Private Sector Presses; (ii) for providing various varieties of printing paper and allied printing materials as required by the Government of India Printing Presses to meet the demands of the indenting Ministries/Organizations; (iii) for sufficient expert manpower to cope with the modernized equipments for time bound Government of India / Parliamentary printing jobs; and (iv) for adequate security personnel and for creation of secluded Room/Sections for secret digitalization, to keep the secret Government of India/Parliament related printing jobs in each of the 15 Government of India Printing Presses intact.

The Committee are made aware of the fact that Minto Road Press is being planned to be modernized and renovated in 1st Phase as a pilot project with an estimated cost of Rs. 125 crore from Budgetary Support, spread over two years (2016-17) Rs. 25 crore renovation by CPWD and Rs. 100 crore (2017-19) for modernization. In view of this, the Committee observe with concern about this

phased manner/style of modernization. If it takes 3 years per Press for modernization and renovation, then, at this pace, the 15th Press will be modernized after 45 years, even if we presume that these are going to be renovated back to back. This will only add to the grave sufferings of all the Presses in queue by passing of each day, which is not acceptable to the Committee. The Committee, therefore, also recommend that the work of estimation and actual modernization of all the remaining 14 Government of India Presses should be taken up simultaneously, on a war footing, so that the works can be taken up promptly.

Recommendation No. 2

Need to Enhance Budgetary Support to the Government Printing Presses

The Parliamentary Standing Committee on Urban Development in their 22nd Report had observed that the Directorate of Printing had started earmarking funds for renewal and replacement of machinery and equipments in the Govt. of India Presses only from the year 2003-04. From the information provided by the Ministry, the Committee observe that the allocation at BE stage has been reduced at RE stage since 2004-05. Further, the actual expenditure is also lower than the allocation given at RE stage. During the year 2014-15 the allocation at BE stage was Rs. 212.66 crore, which has been lowered to Rs. 189.14 crore at RE stage and BE (2015-16) of Rs. 198.45 crore was lowered as RE (2015-16) of Rs. 191.16 crore. During the evidence of the Employee Association of Minto Road Printing Press, Chandigarh Text Book Press and Govt. of India Text Book Press, Bhubaneswar, the Committee were categorically informed that since the year 1986 no new machinery were made available to the Minto Road Printing Press. There is huge mismatch in demand and supply of papers to the Chandigarh and Bhubaneswar Text Book Presses. Although renovation of Building was undertaken but improvement in the machinery is yet to take place in the Chandigarh Text Book Press. The Committee were further informed that in spite of several constraints being faced by these Printing Presses and in spite of all odds, these Presses never delayed the work. During the year 2014-15, the Directorate of Printing and Ministry of Urban Development asked the Minto Road Printing Press to achieve the target of Rs. 21 crore. Against this the Press could achieve Rs. 24.27 crore. The Chandigarh Text Book Press has also been awarded as the best Press for 4 times and they have always stood to the expectation of the Ministries/Departments of Govt. of India. The Govt. of India Text Book Press also have enough work in their hand and workers are fully engaged to meet the requirement of various Ministries and ready to take up more work of the Govt. Departments as and when necessary, provided they are equipped with required varieties of papers in time. The Committee are also informed by the Ministry that they have deliberated on three pronged approach for the modernization of the Directorate of Printing which inter-alia include leveraging of land resources to generate revenue for financing modernization, to undertake modernization on pilot basis on PPP model and

replicate it. But in 2015, the Committee of Secretaries, under the Chairmanship of Cabinet Secretary, took the view that alienating the valuable land will not be a good proposition and, therefore, for modernization, the route of utilizing budgetary grant should be explored.

The Committee further observe that in spite of the decision of the Committee of Secretaries in 2015 for providing more budgetary grant in favour of Directorate of Printing for modernization of their Printing Presses, the BE (2016-17) is only Rs. 229.08 crore which is likely to be reduced considerably at RE stage as per past practice. The Committee are not happy with such low allocation as well as lower utilization of funds by the Directorate of Printing and all its Printing Presses. Therefore, they strongly recommend that adequate funding may be provided to the Directorate of Printing for executing all their jobs in hand, which remain pending for want of more paper required and also for the lack of modernization programme, and desire that the Govt. should simultaneously probe the possibility of leveraging the land resources to generate revenue for financing modernization and undertake and apply wherever applicable, PPP model is feasible for making all the 15 Govt. of India Printing Presses self-sustained in the long run.

Recommendation No. 3

Acute shortage of Staff: Need for filling up Vacancies on Priority basis

The Committee note that the sanctioned strength of the Govt. of India Presses/Govt. of India Text Book Presses as on date stand at 7227 against which there are only 2619 employees on roll. The vacancies stand at 4608. The Committee have been informed that two proposals for the revival of 700 posts and 937 posts are under consideration. They have also been informed that most of the posts under direct recruitment category are in Group C category and these are under deemed evolution. A proposal to revive them with the approval of the Ministry of Finance is under process. However, the Govt. is also exploring various options like modernization, re-engineering of human resources, mergers and strategic re-locations to restructure all the Government of India Presses. During evidence, the Employees Associations of various Govt. Printing Presses of Minto Road, Chandigarh and Bhubaneswar emphatically pointed out that there is severe manpower crisis in their Presses. Since 1989 there has been no new recruitment in the Minto Road Printing Press. Every year employees are retiring and these vacancies have not been filled up. The strength of Minto Road Press has been reduced from 861 to 363. Every year 57-58 employees are retiring. At Chandigarh and Bhubaneswar Text Book Presses there is shortage of Security Staff. In the Bhubaneswar Text Book Printing Press the staff strength is only 70. And the vacancies being caused by retirement are not being filled up by the fresh appointees. In the past also, as per the standing instructions of Department of Expenditure, vacant posts lapsed as these were not filled up for a certain period of time. In this way, if the Government do not fill up the vacant posts at the earliest, these posts would cease to exist and there will be nobody to work in these Presses.

The Committee further note that the total vacancies in Government of India Presses are 64% while in Government of India Text Book Presses, it is 72%. The total present vacancies in the Directorate of Printing, Government of India Stationery Office and Department of Publication are 65%. In some of the Presses the vacancies are more than 90% such as Koratty Press (90%), Coimbatore Press 83%, Nilokheri and Temple Street and Faridabad Presses have 75% vacancies.

Similarly, there is an acute shortage of staff in all the Government of India Presses, and the Government of India Text Book Presses.

The Committee need not emphasize that the manpower crisis has had a crippling effect on the efficiency and working of the Govt. of India Printing Presses. Moreover, the existing staff of these Printing Presses have to multitask and work in multiple shifts and, thus, their morale are at rock bottom today. The Committee are concerned about the damaging effects of such high percentage of shortage of human resources, i.e., increasing frustration, constant dissatisfaction, confusion and uncertainty among existing staff leading to dwindling of their morale and efficiency.

The Committee, therefore, strongly recommend that the proposal of the Ministry to revive the abolition of direct recruitment in Grade-C category and exploring various options to restructure the Directorate of Printing, GISO and Department of Publication be finalized at the earliest, without losing precious time and at the cost of lowering moral of the existing staff strength. They also recommend that the vacancies in other categories, accordingly may also be filled up on emergent and priority basis. The Committee may be apprised about the action taken in this direction at the earliest possible.

The Committee further recommend the Government to conduct a quick audit of the basic requirement from the station managers at every Government of India Press and Government of India Text Book Press. The Committee feel that it will be only a very modest beginning. If the Ministry can fulfill this audit promptly, that will give them some hope and raise the efficiency and morale of the employees enormously which is now at the lowest ebb.

Recommendation No. 4

Trifurcation of Chief Controller of Printing and Stationery (CCPS) - Need Revisit

The Committee note that earlier the Directorate of Printing was a part of the combined organization comprising Directorate of Printing, Department of Publication and Govt. of India Stationery Office headed by Chief Controller of Printing and Stationery (CCPS). The CCPS was trifurcated into three organizations, viz., Directorate of Printing, Govt. of India Stationery Office and Department of Publication in 1973, under the then Ministry of Works and Housing as PSP Division. This arrangement is being continued under Ministry of Urban Development. The PSP Division is now headed by a Joint Secretary level Officer who supervises the matter of this division. The National Federation of Printing, Stationery and Publication in their written Memorandum had submitted before the Committee that the abolition of the post of CCPS and its trifurcation into PSP Division is an Organizational death blow from which Department was never able to recover owing to the fact that while during the trifurcation, operational function remained vested with the implementing authority, i.e., Directorate of Printing, Controller of Stationery and Controller of Publication, the decision making function were vested with Joint Secretary in the Ministry. Previously the CCPS was the single point authority with whom operational responsibility and administrative powers were vested. Moreover, the post of Joint Secretary in charge of PSP Division has been given other responsibility of the Ministry, i.e., additional charge of Deputy Financial Adviser. As a result, the Joint Secretary could not devote the required attention to the PSP Division and since the three heads of the PSP Division had to report directly to Joint Secretary on all administrative, financial issues, they became lame ducks and hence ineffective. There was no coordinating authority for operational function. Thus, it was an impractical and unworkable situation. This led to the steady decline of the three Departments.

The Committee fully agree with the facts shared by National Federation of Printing, Stationery and Publication. Even if the Ministry's reply is silent with regard to a question of devoting adequate time by the Joint Secretary to monitor and supervise the work of the PSP Division, the present languishing situation of the three Divisions clearly depict the fact that the present arrangement of PSP

Division has clearly failed. As a result most of the jobs are being outsourced to private organizations. Moreover, all the three Departments are being encountered with manifold problems, viz., inadequate finance, extreme shortage of manpower, obsolete technology (hence higher costs), delays and pressure in meeting deadlines, leading to lesser assignments, lesser internal resource generation, low morale and efficiency of employees and long delays in carrying out modernization, etc.

As per the Allocation of Business Rules, Directorate is the printer of the Govt. of India for all their Budgetary Documents and publications, etc., including forms for Civil and Defence Departments. It is also responsible for stocking and distribution of various forms for Ministries/Departments as per their requirements. The Directorate also renders advice to various State Governments and Central Govt. Ministries/Departments on technical matters relating to printing and printing technology. Keeping in view the important assignments of the PSP Division and the deteriorating condition due to present administrative arrangements, the Committee strongly recommend the Ministry to take immediate steps to appoint an exclusive full time Joint Secretary for PSP Division so that the administrative decision about the division can be addressed promptly and effectively, the working of this Division can be streamlined and the overall capabilities can be improved. The Committee further recommend the Government to explore the possibility of merging all three components of PSP Division into one Directorate General of Printing, Stationery and Publication, as earlier, in order to have better and smooth functioning and administration. The Committee are of the view that it will reduce the establishment's overhead cost and also take care of the security of the employees.

Recommendation No. 5

Need for a better Accounting System in Govt. of India Presses

The Committee observed that at present Proforma Accounting System is being followed by all the Government of India Presses. The Committee are concerned to note that this accounting system is being followed since pre-independence era based on British Federation of Master Printing Costing System. During 14th Lok Sabha while examining the subject of Directorate of Printing, the then Secretary of Ministry of Urban Development had admitted during evidence before the Committee that it is high time that the age old system of Accounting and Financing is reviewed in view of the modernization programme. The Committee are also informed that the Ministry is now in the process of adopting multi pronged approach to modernize the Directorate of Printing in order to make them self-sustaining mechanism. The present proforma accounting system is still being followed because the Govt. of India Presses are catering to printing of all the Ministries/Departments of Central Govt. on no profit no loss basis. Moreover, the Committee feel that the competitiveness of the Presses is to be ensured so as to steer them towards a self-sustaining mechanism. The Committee, therefore, recommend that the existing Proforma Accounting need to be replaced with a suitable and effective accounting system by all the Presses, so as to ensure better financial management of the Printing Units.

Recommendation No. 6

Leveraging of vacant land with GOI Printing Presses

The Committee note that as per the data provided by the Ministry of Urban Development in February, 2015 land resources available with the Government of India Printing Presses are to the tune of: (i) Coimbatore Press- 132.70 acre; (ii) Faridabad Press - 100.03 acre; (iii) Nilokheri Press - 35.01 acre; (iv) Aligarh Press - 37.39 acre; (v) Karatty Press - 75 acre; (vi) Santragachi Press - 92.48 acre; (vii) Temple Street Press - 1.508 acre; (Viii) Nashik Press - 109.00 acre; (ix) Minto Road Press - 6.3 acre; (x) Ring Road, Maya Puri Press - 37.161 acre; (xi) Shimla Press - 5.278 acre; (xii) Chandigarh (Text Book Press) - 11.07 acre; (xiii) Bhubaneswar (TBP) - 28.928 acre; and (xiv) Mysore (TBP) - 28.6 acre.

The Committee further note that till 3 February, 2015, the Ministry of Urban Development were considering the financing options for modernization and re-engineering of Human Resources of all the Government of India Printing Presses by way of (a) Budgetary Support; (b) Land Leveraging Pilot Project; and (c) Modernization through Pilot PPP Model. They have also hired the services of National Buildings Construction Corporation (NBCC) for conducting the feasibility Study of available land resources of the Printing Presses for generating finance for their modernization by way of land leveraging and NBCC have prepared and submitted their Feasibility Reports for 8 Government of India Printing Presses and also a Detailed Project Report (DPR) for Minto Road Press as a Pilot Project.

However, during evidence the representative of Ministry of Urban Development deposed before the Committee that earlier the idea for modernization was to leverage the land because these presses are located at very vantage locations. For example, a lot of land is attached to Minto Road in Delhi. So, this option was deliberated at length but then the Committee of Secretaries under the Chairmanship of Cabinet Secretary took the view that alienating this land will not be a good proposition and, therefore, for modernization the route of utilizing budgetary grant should be explored. This took place in 2015. Before that, the Ministry had worked with NBCC to develop a comprehensive plan for re-development by leveraging the land. But because of this decision in 2015, the whole process again went back to the square one.

The Committee, in view of the above scenario, strongly feel that it may still be well worth thinking, if the Ministry of Urban Development could start a redevelopment process whereby the States do not have to pay for the land but they can partner and avail of the buildings created by NBCC or CPWD on the vacant land available with the Government of India Printing Presses thereby giving the idle land some commercial value and make the press self sufficient.

The Committee, therefore, strongly recommend that there is a greater need for reconsidering and firmly adopting the option of land leveraging of the vacant land available with the Government of India Printing Presses, raising necessary wherewithal for their modernization, apart from budgetary support wherever necessary, as this will also solve the grave problem of encroachment of vacant Government land. The Committee also add a word of caution that while considering the option of land leveraging, it should be kept in mind that there should not be any blatant commercial exploitation of vacant Government land by building malls, cinema halls, etc., and rather the State Governments and PSU, may be involved for exploring their urgent needs of buildings on rental basis, which would be a better way of monetizing land, without attracting criticism of any sort.

Recommendation No. 7

Recovery of Outstandings from all defaulting Ministries/Organizations/State Governments

The Committee are dismayed to observe from the list of Outstanding Printing dues from various Ministries/Organizations/State Governments as furnished by the Nodal Ministry of Urban Development that as on 30.06.2016, there are Rs. 385.62 crore outstanding printing charges dues for recovery. They observe that there are 54 Central Ministries, 12 Autonomous Bodies/Statutory/Constitutional Organizations, such as, CAG of India, Election Commission of India, erstwhile Planning Commission, UPSC, etc., 8 States and one NCT of Delhi among those who have Outstanding Printing Charges towards the Government of India Printing Presses. What astonished the Committee most was that the Nodal Ministry of Urban Development, who is responsible for the welfare of its attached office, namely, Directorate of Printing and all its Printing Presses and is expected to act as a guardian for the Directorate, is the highest defaulter themselves, as they have to pay Rs.91.45 crore against the total outstanding printing charges dues of Rs.385.62 crore. Among the next highest defaulters are, Ministry of Communication and Information Technology (Rs.73.76 crore), Ministry of Defence (Rs.70.45 crore), Ministry of Home Affairs (Rs.31.77 crore), Ministry of Finance (Rs. 27.41 crore), Government of Delhi (Rs.17.19 crore), Ministry of Health and Family Welfare (Rs. 9.56 crore) and Ministry of Human Resource Development (Rs.8.53 crore) to name a few.

The Committee feel that the target of recovery of printing charges (dues) needs to be monitored by the Directorate scrupulously and recommend that the outstanding dues are realized from the concerned quarters within a period of six months. The Committee further observe that the target of recovery of printing charges dues have been fixed for every press in the start of the financial year and the Directorate monitors the realization by presses closely by obtaining monthly reports from all the presses. They were informed that recovery teams have been constituted in all the presses who visit the indenting departments to reconcile and sort out the problems/difficulties and to fast track the recoveries. If required, details of pending bills and relevant records are provided to indenting

departments. D.O. letters from the Directorate and Minister of State level were also issued to various Ministries/Departments to expedite the realization of the outstanding dues.

The Committee failed to understand from the replies of the Ministry that on one hand, they are sending letters from MoS level to all the defaulters, and are expecting expedited realization of the outstanding dues, on the other hand, they themselves have become the highest defaulters by withholding Rs. 91.45 crore which belongs to the Government of India Printing Presses. The Committee deprecates this and hopes for an early resolution to this issue.

The Committee further fail to understand that on the one hand, there have been perennial and chronic-cum-extreme shortage of manpower with the Government of India Printing Presses in all their Sections/Units/Departments, as the Presses are functioning with merely 10% to 30-40 % staff/manpower only out of their required sanctioned strength, but on the other hand, the Nodal Ministry have created recovery teams in all the Presses who visit the indenting departments to reconcile and sort out the problems/difficulties to fast track the recoveries, thus, creating more shortage of manpower to attend the original and main work at Printing Presses by those staff whose services have been diverted to recovery teams.

The Committee, therefore, strongly recommend to the Nodal Ministry, viz., Ministry of Urban Development to first set an inspiring example by paying their own outstanding Printing charges dues of Rs.91.45 crore within a stipulated period of this financial year itself, and, then, create and develop such norms, rules, regulations and provisions which are legally and effectively binding on each indenting Ministry/Department/State Governments/Organizations to pay their printing charges to the concerned Printing Presses within a stipulated period of six months or the same financial year in which their printing jobs have been executed even if it require change in Accounting System. The Nodal Ministry of Urban Development can also discuss the issue with the Ministry of Finance and explore the possibility of developing a mechanism wherein Ministry of Finance help the Government of India Printing Presses in recovery of outstanding printing charges from the indenters, by using their executive powers, deducting the

outstanding dues from the next year Budgetary allocation of the indenting Ministries/Organizations/State Governments in favour of respective Printing Presses.

Recommendation No. 8

Government of India Stationery Office (GISO) be revived

The Committee are aware that established in 1850 with its headquarters in Kolkata, Government of India Stationery Office (GISO) is subordinate office under the Ministry of Urban Development. GISO is responsible for transparent procurement of stationery and paper made articles at economical cost and supply to the Government offices for their use. The Committee have been informed that the procurement is made from small scale industries (SSI) registered under MSME Act., which means, it is also giving business to some of the tiny but employment intensive industrial units of India, in this process. The Committee note that there has been a steady decline in the role of GISO after the amendment of rule 140 of GFR, wherein full powers for procurement of goods were delegated to the Ministries or Departments. They also find that there has been a continuous reduction in budgetary allocation and staff strength of GISO after 2005. However, the Committee were informed that most of the North Eastern States and remote areas remain heavily dependent on GISO for their stationery requirements.

The Committee feel that GISO has an age-old expertise in procurement of stationery items and paper, it gives business to many small scale industries through its procurement process and there is a need for welfare of its employees. In the current context, therefore, the Committee recommend that GISO should be allowed to function with increased budget and manpower.

The Committee note that the Direct Demanding Officer, DDO, procures paper for the Government of India Stationery Office (GISO). DGS&D finalize the rate contract and GISO only place the supply order on the supplying firms. Even the Ministry admitted that often, DGS&D, conclude the rate contract at the belated stage of financial years and with the result GISO do not have scope to utilise their Budget in time. They, therefore have to place the supply order at the fag end of the financial year, hence, the budget remains unutilized. The Committee desire that the intermediaries, viz., DGS&D should be kept away and GISO should be allowed to place order directly in time, with the power to finalize the rate contract themselves, so that the suppliers can also supply in time. This will enable GISO to spend the entire allocated funds for the year.

The Committee have been informed by various organizations that some indenters from remote places are coming to GISO for stationery but most of the time they are not in a position to supply according to their indenters needs simply because of hugely inadequate budgetary support from the Government. They are not satisfied with the reply of the Government that GISO is being provided regular budgetary support for day to day functioning. The Committee observe that during 2015 the Government had finalized a quantity statement to the tune of Rs. 87 crore. The quantity statement is prepared on the basis of the indenters and their payments but the Government has allocated only 3 crore budget against Rs.87 crore payments recovered. The Committee, therefore, recommend the Ministry of Urban Development to allocate adequate budgetary support so that GISO can emerge as an effective and vibrant organization.

The Committee further note that earlier GISO used to procure printing paper on behalf of the Directorate of Printing, as it has a well-equipped procurement system as well as quality control system. The Committee recommend the Government to allow GISO to procure the printing paper on behalf of the Directorate of Printing so that GISO could be revived fully.

Recommendation No. 9

Department of Publication: Need to Modernize, Upgrade and Revive

The Committee note that Department of Publication was established in 1924, with its headquarters in Delhi and 6 other Depot cum sales counters. Now, it is a subordinate office under the Ministry of Urban Development. Its main functions are publishing, stocking, sale and distribution of the Gazette of India, Delhi Gazette, Supreme Court Reports, Defence publications, Indian Trade Journal, Low priced Publications, Railway publications, Election Commission Reports, etc. Being the publisher and custodian of Government of India publications, the Department has the role of custodian regarding Gazette publications. It is also the depository of Government publications, which includes 6949 titles of civil publications and 2964 Army Publications, excluding all periodicals and Gazette notifications. Thus, it is performing vital functions of publishing, stocking, sale & distribution of important Government documents which can neither be transferred to private publishers nor is advisable to do so. It is also not feasible to undertake these activities by any private publishers on no profit no loss basis as is done by this Department. The Committee further note that the Department of Publications has a staff strength of 333, out of which only 206 are on roll (as on 01.07.2016). Taking into consideration the multifarious functions Department of Publications undertake, and the role it is assigned to play, the Committee recommend that it should be upgraded, modernized and allowed to function with adequate staff and funding.

The Committee further observe that the 10th Report of Expenditure Reforms Commission under the Ministry of Finance had recommended that the entire receipt, dispatch, stock holding, billing and accounting should be computerized. For this purpose, professional help should be hired. Digitalization/Computerization of the Department should be taken up on priority basis and completed within six months.

The Committee have been informed that Govt. Departments offer only selected publications to this Department for sale, whereas they sell or distribute other publications on their own. Those departments tend to pass on only low cost publications for sale. According to the Committee, distribution of only low cost

publications continuously reflects on the image of the Department. The Committee recommend that just as all the departments should have the freedom to decide whether they would utilize the services of Department of Publication, it should also have the right to refuse to undertake the jobs sought to be given to it, if it finds that only some low priced items are being offered, while the higher priced items being given for distribution to other agencies. In addition to the above, they also recommend that it should be made mandatory for all the Government Ministries/Departments to get their each and every publication published through the Department of Publication.

Keeping in view the needs of changing publishing methods and technology, the Committee recommend that there should be speedy computerization and modernization of the Department of Publication in a time bound manner.

The Committee further observe and recommend that the vacant post of the Controller of Department of Publication which is lying vacant for quite some time, should also be filled up immediately.

NEW DELHI;
10 August, 2016
19 Sravana, 1938(Saka)

PINAKI MISRA,
Chairperson,
Standing Committee on Urban
Development.

APPENDIX-I

STANDING COMMITTEE ON URBAN DEVELOPMENT (2014-2015)

**MINUTES OF THE SIXTH SITTING OF THE COMMITTEE HELD ON TUESDAY,
3rd February, 2015**

The Committee sat on Tuesday, the 3rd February, 2015 from 1430 hrs. to 1530 hrs. in Room No.'139', Parliament House Annexe, New Delhi.

PRESENT

***Shri Pinaki Misra* - Chairperson**

MEMBERS

LOK SABHA

2. Shri Rajendra Agrawal
3. Shri Ram Charan Bohra
4. Shri Dushyant Chautala
5. Shri Dilip Kumar Gandhi
6. Shri Chaudhary Mohan Jatua
7. Shri P.C. Mohan
8. Shri Kapil Moreshwar Patil
9. Shri Rahul Ramesh Shewale
10. Dr. Dharam Vira

RAJYA SABHA

11. Smt. Vandana Chavan
12. Shri Husain Dalwai
13. Shri Anil Desai
14. Shri Mukul Roy
15. Shri Rangasayee Ramakrishna
16. Shri C.P. Thakur
17. Shri S. Thangavelu

SECRETARIAT

- | | | | |
|----|-----------------|---|---------------------|
| 1. | Shri R.K. Jain | - | Joint Secretary |
| 2. | Smt. J.M. Sinha | - | Additional Director |

LIST OF WITNESSES

1.	Shri Madhusudhan Prasad	Secretary (UD)
2.	Shri Durga Shanker Mishra	Addl. Secretary (UD)
3.	Ms. Jhanja Tripathy	Joint Secretary & Financial Advisor(UD)
4.	Shri Neeraj Mandloi	Joint Secretary (UD)
5.	Shri T.K. Majundar	Director(NURM-II)
6.	Dr. Anup Kumar Mittal	CMD, NBCC
7.	Shri R.K. Aggarwal	GM, NBCC
8.	Shri J.S. Meena	Controller of Publication
9.	Shri Subhir Kumar Mondal	Controller of Stationery
10.	Shri T.K. Manna	G.M. Government of India Press
11.	Ms. S.Rukmani	Joint Director(Admn.)Printing
12.	Shri D.K. Jain	Deputy Director, Directorate of Printing
13.	Shri K.K. Puri	Deputy Director, Directorate of Printing
14.	Shri Sajeesh Kumar	Deputy Secretary(PSP)
15.	Shri R.K. Arora	Deputy Secretary(Printing)
16.	Shri A.K. Sinha	Printing Expert
17.	Shri Pravin Bhardwaj	Consultant

2. At the outset, the Hon'ble Chairperson welcomed all the Members to the Sixth sitting of the Committee. Then, Hon'ble Chairperson welcomed the representatives of the Ministry of Urban Development and drew their attention towards Direction 59(1) of the Directions by the Speaker.

3. The representatives of the Ministry of Urban Development through a power point presentation briefed the Committee about the Directorate of Printing, Government of India Stationery Office and Directorate of Publication.

With regard to the Government of India Printing Presses, the representatives of the Ministry of Urban Development highlighted on the historical background, major responsibility, staff strength, on roll and huge vacancy position of presses, land resources with printing presses, budget allocation and way forward for modernization through PPP model, re-engineering of human resources, mergers and strategic relocation of various presses, need for budgetary support, land leveraging pilot project

etc. Pertaining to Department of Publication, the representatives of Ministry of Urban Development highlighted on the major responsibilities of the Department, budget allocation and suggested for merger with Directorate of Printing and winding up of the Department with amicable absorption of employees. With regard to Government of India Stationery Office, the representatives of the Ministry enlightened the Committee that initially, this organization was the main organization which was to procure and supply stationery for all Central Government organizations and explained as to how with the advent of new GFR in 2005, their role was curtailed and staff strength depleted.

4. Then, Hon'ble Members raised various issues, viz., need for providing adequate budgetary provision for modernization of the printing, stationery and publication divisions, need for optimum utilization of such big Government organizations and securing career of employees working there, etc.

5. The Secretary of the Ministry of Urban Development responded to the issues raised by the Members one by one. The Committee directed the representatives of the Ministry to furnish written replies to the queries of the Members to the Lok Sabha Secretariat on which they could not respond during the meeting.

The witnesses then withdrew.

A verbatim record of the proceedings of the Sitting has been kept.

The Committee then adjourned.

APPENDIX-II

STANDING COMMITTEE ON URBAN DEVELOPMENT (2014-2015)

**MINUTES OF THE TWELFTH SITTING OF THE COMMITTEE HELD ON
WEDNESDAY, THE 24th JUNE, 2015**

The Committee sat from 1100 hours to 1230 hours in Committee Room "C", Parliament House Annexe, New Delhi.

PRESENT

Shri Pinaki Misra - Chairperson

MEMBERS

LOK SABHA

2. Shri Rajendra Agrawal
3. Shri Ramesh Bidhuri
4. Shri Dushyant Chautala
5. Shri Ashok Chavan
6. Shri Choudhury Mohan Jatua
7. Smt. Meenakashi Lekhi
8. Shri P.C. Mohan
9. Shri Kesineni Nani
10. Shri C.R. Patil
11. Shri Kapil Moreshwar Patil
12. Shri Rahul Ramesh Shewale
13. Prof. K.V. Thomas

RAJYA SABHA

14. Smt. Vandana Chavan
15. Shri Mukul Roy
16. Shri S. Thangavelu

SECRETARIAT

1. Smt. Abha Singh Yaduvanshi - Joint Secretary
2. Shri D.S. Malha - Director
3. Smt. J.M. Sinha - Additional Director
4. Smt. K. Rangamani N. - Under Secretary

WITNESSES

Govt. of India Text Book Press Workers Association, Chandigarh

1. Shri Gurbachan Singh, President
2. Shri Bhopinder Singh

All India Stationery Office Employees, Association, Kolkata

1. Sh. Subir Mukhopadhyay
2. Shri Diptish Ch. De
3. Shri Tapas Kr. Patra

Government of India Press Workers Union Minto Road

1. Shri Ravi Kant, President
2. Shri Dharam Prakash, Worker

Government of India, Text Book Press Workers Union, Bhubaneswar

1. Shri Kishore Chander Sahoo

2. At the outset, Hon'ble Chairman welcomed the Members of the Committee and apprised them of the importance of the subject, "Modernization of Directorate of Printing, Government of India's Stationery Office and Department of Publication".

3. The Hon'ble Chairperson also welcomed the office bearers of employee associations of Govt. of India Text Book Press Workers, Association, Chandigarh, All India Stationery Office Employees Association Kolkata and Govt. of India Press Workers Union Minto Road, New Delhi to the sitting of the Committee and requested them to put forth their views on the important issues/problems related to modernizations of their organizations. The Chairperson also drew their attention towards maintaining confidentiality in terms of Direction 55(1) and 58 of the Directions by the Speaker.

4. The representatives expressed their concern and pointed out deficiencies in Directorate of Printing, Government of India Stationery Office and Department of Publication and suggested corrective measures thereof. In general all the representatives stressed upon the tremendous relevance of GISO for supplying stationery to the indenters of the remote places as it is one of the oldest Department

having the vast experience in procurement and supplying the stationery with quality on the competitive rates.

5. The representatives stated that the capacity utilizations of the Government of India presses have rapidly fallen due to factors such as (i) delayed supply of the papers, (ii) Non-replacement of/repairing of old and defunct machineries, (iii) vacant posts, (iv) shortage of skilled workers, (v) NOCs given to Government Departments for outsourcing the printing work, etc. They also apprised the Committee that despite these hurdles, these presses were rendering their best services to the nation and that if these presses were retained and modernized by induction of high speed sophisticated computerized printing machinery and equipment they would go a long way in the interest of the nation as a whole.

The witnesses withdrew.

6. The Committee deliberated about the importance of internal auditing of the Directorate of Printing, Government of India printing presses so as to sort out the deficiencies of these printing presses in a realistic and feasible manner. The Committee also discussed about commercial utilizations of the land available with various Presses so as to sustain their modernization programmes besides avoiding encroachments.

7. *****

8. *****

9. A verbatim record of the proceedings has been kept.

The Committee then adjourned.

***** These portions of the Minutes do not relate to the Report.

APPENDIX - III

STANDING COMMITTEE ON URBAN DEVELOPMENT (2015-2016)

MINUTES OF THE 16th SITTING OF THE COMMITTEE HELD ON MONDAY, 3rd AUGUST, 2016

The Committee sat from 1600 hrs. to 1700 hrs. in Committee Room 'A' Parliament House Annexe, New Delhi.

PRESENT

Shri Pinaki Misra - **Chairperson**

MEMBERS

LOK SABHA

2. Shri Rajendra Agrawal
3. Shri Ramesh Bidhuri
4. Shri Dushyant Chautala
5. Shri Ashok Shankrarao Chavan
6. Dr. Dharam Vira Gandhi
7. Smt. Meenakshi Lekhi
8. Shri Dilip Mansukhlal Gandhi
9. Shri Maheish Girri
10. Shri Alok Sanjar
11. Shri Parvesh Sahib Singh Verma
12. Shri R. Gopalakrishnan
13. Shri Choudhury Mohan Jatua
14. Shri. P.C. Mohan
15. Shri K. Parasuraman
16. Shri Kapil Moreshwar Patil
17. Prof. K.V. Thomas

RAJYA SABHA

18. Shri Husain Dalwai

SECRETARIAT

1. Smt. Abha Singh Yaduvanshi - Joint Secretary
2. Shri D.S. Malha - Director
3. Ms. Amita Walia - Additional Director

LIST OF REPRESENTATIVES

MINISTRY OF URBAN DEVELOPMENT

- | | | |
|-----|------------------------|--|
| 1. | Sh. Rajiv Gauba | Secretary (UD) |
| 2. | Sh. Dharmendra | JS (L&E) |
| 3. | Sh. Neeraj Mandloi | JS (UD&AMRUT) |
| 4. | Smt. Jhanja Tripathy | JS & Financial Adviser |
| 5. | Smt. S.K. Ram | JS (PSP) |
| 6. | Smt. S. Rukmani | Director (PSP) |
| 7. | Sh. Arun Kumar Bansal | Director (Printing) |
| 8. | Sh. Subir Kumar Mondal | Controller of Stationery & Controller of Publication |
| 9. | Sh. Naveen Yadav | Joint Director (A) |
| 10. | Sh. B. Sahoo | GM (Hqr.) |
| 11. | Sh. D.K. Jain | Dy. Director (Ptg.) |
| 12. | Sh. K.K. Puri | Dy. Director (B&F) |

CPWD

- | | | |
|-----|-------------------|---|
| 13. | Sh. Abhai Sinha | Director General |
| 14. | Sh. Upendra Malik | Special Director General (Delhi Region) |

2. At the outset, the Hon'ble Chairperson welcomed the representatives of the Ministry of Urban Development and Department of Financial Services and drew their attention towards Direction 59(1) of the Directions by the Speaker.

3. The representatives introduced themselves to the Committee, and thereafter, briefed the Committee about various aspects and latest developments on the subject, i.e., "Modernization of Directorate of Printing, Government of India Stationery Office and Department of Publication." They explained about total number of printing presses existing today and those which have been merged, continuously dwindling staff strength, issue of modernization of printing presses, budgetary grant as a means of modernization rather than leverage of land, modernization of Minto Road Press to start with the process of phased modernization of Printing Presses, functions of Government of India Stationery Office and Department of Publication, etc.

4. Thereafter, the Members raised various queries about the Subject, such as, about Printing Press outstanding dues against Ministry of Urban Development and other Departments, massive shortage of staff, need of modernization of Printing Presses, etc. Some of the queries which could not be resolved by the representatives was committed to be sent to the Secretariat later.
5. The witnesses then withdrew.
6. A verbatim record of the proceedings of the Sitting has been kept.

The Committee then adjourned.

APPENDIX - IV

STANDING COMMITTEE ON URBAN DEVELOPMENT (2015-2016)

**MINUTES OF THE SEVENTEENTH SITTING OF THE COMMITTEE HELD ON
WEDNESDAY, 10TH AUGUST, 2016**

The Committee sat from 1015 hrs. to 1045 hrs. in Committee Room 'D' Parliament House Annexe, New Delhi.

PRESENT

Shri Pinaki Misra - Chairperson

MEMBERS

LOK SABHA

2. Shri Rajendra Agrawal
3. Shri Dushyant Chautala
4. Shri Ashok Shankrarao Chavan
5. Dr. Dharam Vira Gandhi
6. Shri Dilip Mansukhlal Gandhi
7. Shri R. Gopalakrishnan
8. Shri Chaudhary Mohan Jatua
9. Shri K. Parasuraman
10. Shri Kapil Moreshwar Patil
11. Shri Alok Sanjar
12. Shri Rahul Ramesh Shewale
13. Prof. K. V. Thomas

RAJYA SABHA

14. Smt. Vandana Chavan
15. Shri Anil Desai
16. Shri Rangasayee Ramakrishna
17. Shri S. Thangavelu

SECRETARIAT

1. Smt. Abha Singh Yaduvanshi - Joint Secretary
2. Sh. D.S. Malha - Director
3. Ms. Amita Walia - Additional Director

2. At the outset, the Hon'ble Chairperson welcomed the Members to the sitting of the Committee. The Committee then took up for consideration the draft Report on the subject, "Modernization of the Directorate of Printing, Government of India Stationery Office and Department of Publication" pertaining to the Ministry of Urban Development. The Committee adopted the draft Report with slight modifications.

3. The Committee also authorized the Chairperson to finalize the above-mentioned Report taking into consideration consequential changes arising out of factual verification, if any, by the concerned Ministry and also to present the same to both Houses of Parliament.

The Committee then adjourned.