

**HUNDRED AND NINETY-EIGHTH
REPORT
PUBLIC ACCOUNTS COMMITTEE
(1983-84)**

(SEVENTH LOK SABHA)

**DELAY IN DISPOSAL OF FIRED
CARTRIDGE CASES OF HIGH CALIBRE**

(MINISTRY OF DEFENCE)

[Action Taken on 145th Report (7th Lok Sabha)]



Presented in Lok Sabha on —————

Laid in Rajya Sabha on

**LOK SABHA SECRETARIAT
NEW DELHI**

April, 1984|Chaitra, 1906 (S)

Price : Rs. 1.70

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PUBLIC ACCOUNTS
 COMMITTEE
 ACCOUNTS
 DATE..... 21.5.84.....
 6485A1

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(1983-84)

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6. Shri V. Jayaraman—*Senior Financial Committee Officer*

INTRODUCTION

1, the Chairman of the Public Accounts Committee, as authorised by the Committee, do present on their behalf this Hundred and Ninety-Eighth Report on action taken by Government on the recommendations of the Public Accounts Committee contained in their 145th Report (7th Lok Sabha) on Delay in Disposal of fired cartridge cases of high calibre relating to the Ministry of Defence.

2. In their Hundred and Twenty-first Report (5th Lok Sabha), the Committee had recommended setting up a metal bank or clearing house so as to ensure that the metals specially non-ferrous rendered surplus or unfit for a Particular use in one organisation could be profitably utilised elsewhere without being disposed of at loss. The Committee were informed that the above suggestion was considered by the Committee of Secretaries and instead of setting up a metal bank, a Standing Committee on Material Conservation was set up to go into all aspects of Material Conservation, including scrap. The Ministry of Defence have now informed the Committee that the above Standing Committee on Material Conservation has ceased to be functional as it has not held any meeting after December 1977 and it is now proposed to set up an Expert Group to go into the various aspects of the the problem and to devise measures for the optimal utilisation of the scrap generated by the ordnance factories and other Defence establishments. The Committee have expressed their unhappiness over the laddakaisical measure in which the matter has been dealt with. Instead of material bank or clearing house as suggested by the Committee, it was first decided to set up a Standing Committee for Material Conservation but after setting up this Committee no serious efforts were made to see that the Committee functioned effectively. The Committee have desired to have an explanation as to why no meeting of the Standing Committee on Material Conservation was held for more than five years. The Committee have expressed the hope that at least. the Expert Group now proposed to be set-up will function cfectively and devise measures for the optimal utilisation of scrap generated by the ordnance factories and other Defence establishments.

3, The Committee considered and adopted this Report at their sitting held on 28 March, 1984. Minutes of the above sitting form Part II of the Report.

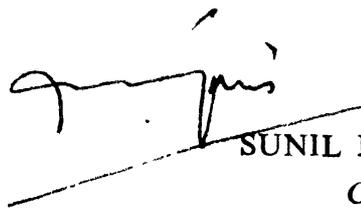
4. For facility of reference and convenience, the recommendations and observations of the Committee are printed in thick type in the body of the Report and have also been reproduced in a consolidated form in the Appendix to the Report.

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

NEW DELHI ;

April 9, 1984

Chaitra 20, 1906 (S)



SUNIL MAITRA

Chairman,

Public Accounts Committee

CHAPTER I

REPORT

1.1 This Report of the Committee deals with action taken by Government on the recommendations/observations contained in their 145th Report (Seventh Lok Sabha) on delay in disposal of fired cartridge cases of high calibre commented upon in paragraph 38 of the Report of the comptroller and Auditor General of India for the year 1980-81, Union Government (Defence Services) relating to the Ministry of Defence.

1.2 The Committee's 145th Report was presented to the Lok Sabha on 28 April, 1983 and contained 11 recommendations/observations. Action taken notes have been received in respect of all the recommendations/observations. The Action Taken Notes received from Government have been broadly categorised as under :

(i) **Recommendations and Observations which have been accepted by Government :**

Sl. Nos. 1, 2, 3, 5, 7, 8 and 9

(ii) **Recommendations and Observations which the Committee do not desire to pursue in view of the replies received from Government :**

Sl. Nos. NIL

(iii) **Recommendations and observations replies to which have not been accepted by the Committee and which require reiteration :**

Sl. Nos. 4 and 6

(iv) **Recommendations and observations in respect of which Government have furnished interim replies :**

Sl. Nos. 10 and 11.

1.3 **The Committee expect that final replies to those recommendations and observations in respect of which only interim replies have been furnished by Government so far, will be made available to the Committee expeditiously after getting them vetted by Audit.**

1.4 The Committee will now deal with action taken by Government on some of their recommendations and observations.

Disposal of fired cartridge cases of brass.
(Paragraph No. 1.47—Sl. No. 4)

1.5 Commenting on the delay in finalising the negotiations with the National Small Industries Corporation and subsequent failure of the negotiations, the Committee had in paragraph 1.47 of their Report observed as follows:

“The Committee find that in March 1974 the Army Headquarters issued instructions to all their Commands to suspend the disposal of fired cartridge cases of brass since the National Small Industries Corporation had expressed their desire to purchase the same. Later, however, this was not found to be practical proposition. According to the Ministry, much of the accumulation arose because of the decision to approach the NSIC. The Committee consider that the matter should have been finalised with the NSIC in a business-like manner. The Committee would like to be apprised of the precise circumstances in which the negotiations with the NSIC failed to materialize and why matters could not be settled speedily through direct discussions.”

1.6 The Ministry of Defence have, in their action taken note dated 23 February, 1984, stated as under :

“The negotiations with the NSIC for supply of fired cartridge cases were carried out through correspondence and in a series of meetings. However, the matter got bogged down as there was some confusion about the composition of the material because the Test Report given by the NSIC's Prototype Development and Training Centre, Okhla, New Delhi differed from the Test Report given by the Army Headquarters. Besides, the NSIC had desired that fired cartridge cases with the ferrous primer should be got segregated and that either the material compensation in weight to the extent of the weight of ferrous primer be given to NSIC or in the alternative, the primer should be removed before offering the material to NSIC. These matters were still unresolved when, in the meeting held on 15. 1. 77 by Secy (DP), it was decided that high calibre cartridge cases should be retained by the Depots, as those would be taken over

by Ordnance Factories for their own consumption and that no quantity out of this be disposed of. However, negotiations for supply of small arms fired cartridge cases were successfully completed and certain quantities of such cartridge cases were supplied to NSIC at the mutually agreed rates."

1.7 Commenting on the delay in finalisation of the negotiations with National Small Industries Corporation for the disposal of fired cartridge cases and subsequent failure of the negotiations, the Committee had in their earlier Report expressed the view that the matter was not finalised with the NSIC in a business-like manner. The Committee had desired to be apprised of the precise circumstances in which the negotiations with NSIC had failed to materialise and the reasons why the matter could not be settled speedily through direct discussions. In their reply, the Ministry had stated that the negotiations with NSIC were carried out through correspondence and in a series of meetings. However, before the matter could be finalised, it was decided that high calibre cartridge cases should be retained by the Depots as these would be taken over by ordnance factories for their own consumption and no quantity out of these be disposed of. The Committee are surprised at this reply of Government. In case high calibre cartridge cases could be utilised by the ordnance factories, it is not clear why a decision to dispose of these cases was taken in the first instance and how it suddenly dawned upon the Ministry that these could be utilised by the ordnance factories themselves. This vacillating stand of the Ministry had resulted in a loss of precious time and energy. Evidently, the matter was dealt with by the Ministry in a very casual and perfunctory manner, without taking all relevant factors into consideration. The Committee cannot but express their unhappiness over this matter. They would like that the circumstances in which the decision to dispose of these cartridge cases without exploring the possibilities of utilisation in the ordnance factories was taken should be looked into and responsibility for the lapse fixed. The Committee would like to be informed of the precise action taken in the matter within a period of three months.

Issuance of Instructions by DOS to supply fired cartridge cases to Ordnance Factories

(Paragraph 1.49—Sl. No. 1)

1.8 Expressing their displeasure over stock-piling of fired cartridge cases for long periods, the Committee had in paragraph 1.49 of their Report observed :

“Another unfortunate aspect of the case is that in May 1977 instructions were issued by the DOS to issue fired cartridge cases of types ‘B’ and ‘C’ to ordnance factories ‘P’ ‘Q’ and ‘R’. As it was known that these cases contained silicon and the factories had no use for them, it is surprising that such instructions should have been issued at all. The DGOF naturally did not take any action in the matter. In February 1980, he stated categorically that these cartridge cases should be disposed of in the normal manner. The Committee thus find that matters were allowed to drift unnecessarily for too long. The Committee do not see any reason why disposal action at least with regard to types ‘B’ and ‘C’ cartridge cases could not have been expedited and their stockpiling avoided.”

1.9 The Ministry of Defence have in their action taken note dated 23 February, 1984 have stated :

“It was decided in the meeting held by Secretary (DP) on 15.1.1977 that ‘B’ and ‘C’ type cartridge cases would be accepted by the Ordnance Factories for their own consumption and hence those cartridge cases were not to be disposed of. At that stage, it was not clearly known that the Ordnance Factories had no use of such cartridge cases. In fact, in April 1977, DGOF had indicated the factories which would be requiring these cartridge cases. Although the matter was pursued by the OS Dte with DGOF and Department of Defence Production, it was only in the meeting held by the Secretary (Defence Production) on 12 April, 1979 that DGOF stated that ‘B’ and ‘C’ type cartridge cases could be utilised for remelting into silicon brass strips required for fresh manufacture of ‘A’ type cartridge cases, for which DGOF had received an offer from a private firm. The negotiations with the private firm, however, failed and no other firm agreed to undertake the job. DGOF, therefore, suggested in February 1980 that ‘B’ and ‘C’ type cartridge cases be disposed of in the normal manner. This suggestion was finally accepted in the meeting held by Secy (DP) on 21.7.80.”

1.10 In their earlier Report, the Committee had considered it unfortunate that instructions were issued by DOS for supplying fired cartridge cases of B & C types to ordnance factories although it was known that these cartridge cases contained silicon and the ordnance factories had no use for these cases. In their reply, the Department of Defence Production have stated that it was decided in the meeting held by the Secretary, Defence Production on

15 January, 1977 that B & C type cartridge cases would be accepted by the ordnance factories for their own consumption and that at that time it was not clearly known that ordnance factories had no use for such cartridge cases. The Committee are surprised to note that the DGOF should have been ignorant of even this basic fact that as these cases contained silicon, these could not be used in ordnance factories. The least that was expected was that before taking such a vital decision, the DGOF should have consulted the concerned Ordnance Factories and ascertained whether these cartridge cases could be utilised by them. This lapse on their part resulted in avoidable delay. The Committee trust that the DGOF will take care to avoid such mistake in future.

*Re-use of metal scrap generated by Ordnance Factories
and other defence establishments*

(Paragraph 1.54—Sl. No. 11)

1.11 Expressing the hope that the Standing Committee on Material Conservation would go into all aspects of material conservation including scrap generated by the Ordnance Factories and other defence establishments so as to facilitate their disposal/utilisation in the best possible manner, the Committee had in paragraph 1.54 of their Report observed :

“In para 1.29 of their 121st Report (5th Lok Sabha) the Committee had recommended setting up a sort of Metal Bank or Clearing House so as to ensure that the metals, specially non-ferrous rendered surplus or unfit for a particular house in one organisation can be profitably utilised elsewhere, without being disposed of at loss. The Committee reiterated this recommendation in para 2.43 of their 229th Report (5th Lok Sabha). The Ministry of Defence informed the Committee (January 1978) that instead of a Metal Bank, a Central Coordination Committee had been constituted for coordination/disposal/re-utilisation of scrap. The Coordination Committee was directed to evolve a system for dissemination of necessary information regarding availability of various kinds of scrap to serve the purpose of Clearing House and that Committee would later on also take action for setting up of a Metal Bank, if considered necessary. The Committee have now been informed that the above suggestion was considered by the Committee of Secretaries. Due to small surplus available and the cost involved in transportation, storage, etc. in setting up a Metal Bank, the proposal was not found feasible. Instead it has been decided to set up a Standing Committee on material Conservation

to go into all aspects of material conservation, including scrap. At least Rs. 50 crores worth of scrap was stated to be lying in various defence installations as at the end of the year 1981. The Committee trust that the Standing Committee on Material Conservation would be able to recommend measures for early segregation, processing and re-use or sale of the different types of metal scrap generated by the ordnance factories and other defence establishments so as to facilitate their disposal/utilisation in the best possible manner."

1.12 In their action taken note, dated 23 February 1984, the Ministry of Defence have stated as under :

"It has since been intimated by the Directorate General of Technical Development (DGTD) that the Standing Committee on Material Conservation has ceased to be functional as it has not held any meeting after December 1977. Instead of re-constituting the now defunct Standing Committee on Material Conservation, DGTD has proposed to set up an Expert Group to go into the various aspects of the problem and to devise measures for the optimal utilisation of the scrap generated by the Ordnance Factories and other Defence Establishments. For this purpose, the details relating to the nature of the arising of scrap in the Ordnance Factories/Defence Establishments, the specific problems with regard to their disposal/utilisation, including the difficulties in segregation, processing etc., and the measures so far taken by the Ministry of Defence in this regard, are being compiled to be furnished to the DGTD as early as possible."

1.13 The Committee had, in paragraph 1.29 of their 121st Report (5th Lok Sabha), recommended setting up a sort of Metal Bank or Clearing House so as to ensure that the metals specially non-ferrous rendered surplus or unfit for a particular use in one organisation can be profitably utilised elsewhere without being disposed of at loss. The Committee reiterated this recommendation in paragraph 2.43 of their 229th Report (5th Lok Sabha). In their reply, the Ministry of Defence informed the Committee in January 1978 that for coordination/disposal/re-utilisation of scrap, they had constituted a Central Coordination Committee who were to evolve a system for dissemination of necessary information regarding availability of various kinds of scrap to serve the purpose of clearing House. The Committee were thereafter informed in January, 1978 that the above suggestion was considered by the Committee of Secretaries and due to small surplus available and the cost

involved in transportation etc. instead of setting up a Metal Bank, a Standing Committee on Material Conservation was set up to go into all aspects of material conservation, including scrap. The Ministry of Defence have now informed the Committee that the above Standing Committee on material conservation has ceased to be functional as it has not held any meeting after December, 1977 and instead of re-constituting the defunct Committee it has been proposed by the Director General, Technical Development to set up an Expert Group to go into the various aspects of the problem and to devise measures for the optimal utilisation of the scrap generated by the ordnance factories and other defence establishments. The Committee are unhappy over the lackadaisical manner in which the matter has been dealt with. Instead of a Metal Bank or Clearing House as suggested by the Committee, it was first decided to set up a Standing Committee for Material Conservation but after setting up this Committee, no serious efforts were made to see that this Committee functioned effectively. So inert had this committee proved that it had not held a single meeting since December 1977 and it has now been decided not to re-constitute it. The Committee would like to have the explanation why no meeting of the Standing Committee on material conservation was held for more than 5 years. The Committee hope that at least the Expert Group now proposed to be set up will function effectively and devise measures for the optimal utilisation of scrap generated by the Ordnance Factories and other Defence establishments.

1.14 The Committee have also been informed by Ministry that the details relating to the nature of arisings of scrap in the ordnance factories, the specific problems with regard to their disposal/utilisation, including the difficulties in segregation, processing etc. are being compiled and will be furnished to the DGTD as early as possible. The Committee would like to be informed of the latest position in this regard.

CHAPTER II

RECOMMENDATIONS/OBSERVATIONS WHICH HAVE BEEN ACCEPTED BY GOVERNMENT

Recommendation

The Audit para has brought to light a case of accumulation of a huge stock of about 5.449 tonnes of fired cartridge cases Valuing Rs.13 to 14 crores. Disposal action with regard to these cartridge cases was delayed for over 7 years. The Committee find that three types of fired cartridge cases of "M" had been accumulating prior to September 1973 and it was only as late as August 1980 that decision was taken to dispose of types 'B' and 'C' locally while reformable type 'A' cases were to be sent direct to factory 'R' by the Various ammunition depots.

[SI No.1 (Para 1.44) of Appendix to 145th Report of P A C
(7th Lok Sabha)]

Action Taken

These are the statements of fact, which have already been accepted by the Ministry of Defence. The reasons for delay in disposal of fired cartridge cases have already been explained to the P A C.

[Ministry of Defence O. M. NO 2 (1)/81/DCO.11) dt. 23.2.1984]

Recommendation

The Committee find that in 1972 the Director Ordnance Services took up with the Director General Ordnance Factories the possibility of utilisation of the silicon bearing cartridge cases for the manufacture of new cartridge cases and accordingly trials were conducted at Factory 'P' during 14 April, 1972 to 19 October 1972. The AHSP however, refused to give 'Carte Blanche' for the use of silicon brass in the manufacture of various types of cartridge cases in use with the services. Even though the preliminary trials had been successful from the manufacturing point of view, the AHSP opined that permission could not be granted without restrictions

i. e. the process lines should be scrupulously kept separate to avoid mix-up with other non-silicon bearing brass materials.

[Sl. No. 2 (Para 1.45) of Appendix to 145th Report of P A C
(7th Lok Sabha)]

Action Taken

The Committee has recorded the factual position. However, it is mentioned that AHSP ultimately gave a decision that these silicon bearing brass cartridge cases could be melted for production of cartridge cases, but the process had to be kept completely segregated to avoid contamination of non-silicon brass items and heavy rejection thereof. This type of segregation was/is not possible in the existing melting shops, rolling shops, cupping shops, cartridge cases shops in Ordnance Factories and as such not practically feasible.

[Ministry of Defence OM No. 2 (1)/81/D (O.II) dt. 23.2.1984]

Recommendation

The Committee are surprised to note that more than two Years were taken in persuading the AHSP even to write to D. G. I. for further trials of these cartridge cases. Thereafter the matter was discussed in a meeting of the Raksha Utpadan Board on 25 and 26 November, 1976 when it was decided that trial manufacture of another type of cartridge cases should be undertaken using silicon brass fired cartridge cases. These cartridge cases were proof fired in 1978 and did not show any abnormality. Thus, about 6 precious years were lost in carrying out the trials and coming to some definite conclusions. This is very unfortunate.

[Sl No. 3 (Para 1.46) of Appendix to 145th Report of PAC (7th Lok Sabha)]

Action Taken

The observations made by the Committee have been noted.

[Ministry of Defence O. M. No. 2 (1)/81/D (O. II) dt. 23.2.1984]

Recommendation

In August, 1976, the Director of Ordnance Services decided that high calibre cases would be stored centrally in covered accommodation at Ammunition Depot 'X'. As a result of these orders 5102 tonnes of fired cartridge cases — Tyoes 'A', 'B' and 'C' — were back loaded and received

in Depot 'X' during October 1976 to March 1978 after incurring an expenditure of Rs. 4.13 lakhs on freight; handling etc. A further quantity of 1719 tonnes of fired cartridge cases accumulated at this depot during April 1978 to September 1980 and an expenditure of Rs. 1.3 lakhs was incurred on their backloading from various Depots. According to the Ministry the decision to stock fired cartridge cases centrally in Ammunition Depot 'X' was taken *inter-alia* to attract purchasers having capability to pay higher prices for the bulk purchases in auction. This expectation did not materialize as no local bidders capable of taking such huge tonnage were forthcoming. The entire holding of 5,449 tonnes of fired cartridge cases valued at Rs. 13-14 crores accumulated at the Depot was therefore, now being sold through public auction by DGS&D. Thus an expenditure of Rs.5.52 lakhs incurred on transporting these cartridge cases to Ammunition Depot 'X' was rendered infructuous. The Committee consider that due prudence was not shown by the authorities concerned in the matter. As Ammunition Depot 'X' which was close to factory 'R' had to supply only type 'A' reformable cartridge cases to factory 'R' there was no justification in sending all the fired cartridge cases without making sure that buyers of such huge stock would be available locally. The Committee would like to express their displeasure at this lapse on the part of the Directorate of Ordnance Services and desire that suitable instructions should be issued to obviate such lapses in future.

[SI No. 5(Para 1.48) of Appendix to 145th Report of PAC (7th Lok Sabha)]

Action Taken

A copy of the instructions on the subject issued earlier, vide Army HQrs letter no. A/O5756/OS-6A, dated the 25th August 1980, is enclosed. The recommendations of the PAC have been noted for future compliance and attention of all the Depots has once again been drawn to instructions issued on the subject. vide Army Headquarters letter No. A/O 5756/OS-6A, dated 25th June 1983 (copy enclosed)

[Ministry of Defence O. M. No. 2(1)/81/D (O II) dt. 23.2.1984]

Telephone 371862

OP IMMEDIATE

Ayudh Seva Nideeshalaya (OS-6A)
Ayudh Master General Sahkha
Thal Sena Mukhyalaya DHQ PO
New Delhi-11. 25 Aug. 80

A/O5756/OS-6A

MGAOC/BsAOC

HQ Southern Command

HQ Eastern Command

HQ Western Command

HQ Central Command

HQ Northern Command

**DISPOSAL OF EAST EUROPEAN ORIGIN FIRED CARTRIDGE
CASES OTHER THAN REFORMABLE 130 MM
CARTRIDGE CASES**

1. Refer to :—

- (a) This HQ letter No A/O5756/OS 6A dated 1 Feb 72 as amended vide letter of even No. dated 16 Sep 74.
- (b) This HQ letter No. A/O1327/II/OS-1D dated 5 Mar 74 as amended vide letter of even No dated 27 Mar 74.
- (c) This HQ signal No. 371435/oS 6A dated 3 May 80 and letter No. A/O5756/OS 6A dated 21 May 80.

2. Since DGOF is interested in utilisation of reformable 130 mm cartridge cases only, it has now been decided that Non reformable 130 mm cartridge cases and all other East European origin cartridge cases except those selected for reforming be disposed of in the normal manner.

3. Selected 130 mm cartridge cases found suitable for reforming will not be despatched to Ammunition Depot Dehu as directed vide this HQ letter of even No dated 21 May 80 but will be held with the Depots/FADS and despatched to ordnance factory Ambarnath in convenient load as and when accumulated. A report on despatch of such cartridge cases to the factory will be submitted to reach this HQ by 5th of each month.

4. Please issue necessary instructions to all Peace/Field Ammunition Depots/Amn Coys under Command to dispose of East European origin cartridge cases of 100 mm, 76 mm and non-reformable 130 mm cart cases as per Govt of India letter No. A/O 5756/OS-6A/1618/D (O.II) dt. 17 March 70 as amended vide Corrigendum No. AO/5756/OS-6A/3536/D(O.II) dt 5 Jun 70.

5. This issues with the concurrence of Ministry of Defence vide their UO No. 16 (11)/80/D (Prod) dated 11 Aug 80.

6 A copy of your instructions be forwarded to this HQ.

Sd/-

(Shyam Verma)
Col.

Ayudh Seva Upnideshak (Armt & Amn)
Kriteya Ayudh Seva Nideshak.

Copy to :—

Commandant/Chief Ordnance Officer
Central Ammunition Depot, Pulgaon
Central Ordnance Depot, Jabalpur
Ammunition Depot Dehu
Ammunition Depot Panagarh
Ammunition Depot Bharatpur
Ammunition Depot Dappar
Ammunition Depot Bhatinda
HQ 14 Field Amn Depot C/o 99 APO
HQ 15 Field Amn Depot C/o 56 APO
HQ 16 Field Amn Depot C/o 99 APO
HQ 17 Field Amn Depot C/o 56 APO
HQ 18 Field Amn Depot C/o 56 APO
HQ 19 Field Amn Depot C/o 56 APO
HQ 21 Field Amn Depot C/o 56 APO
HQ 23 Field Amn Depot C/o 56 APO
HQ 24 Field Amn Depot C/o 56 APO

for similar action on
paras 2 and 3 above.

22 Amn Cor C/o 56 APO

Ministry of Defence/D (Prod) — Refer to the Minutes of the
Production Review Meeting held in
Secretary (DP) on 21 Jul 80 is
forwarded vide their u.o. No.
6 (11) 80/D (Prod) dt. 11.8.80.

Ministry of Defence/D (O.II)

OS—ID— A copy of the Extract from the Minutes of the Production
Review Meeting held in the office of Secretary (DP) on 21 Jul 80
is forwarded herewith for your information/necessary action.

Telephone 373719

OP IMMEDIATE

Ayudh Seva Nideshalaya (OS 6 A)
Ayudh Master General Shakha
Thal Sena Mukhalaya DHQ PO
New Delhi—110011
25 June 83

A/O5756/OS 6A

MGAOC

HQ Southern Command

HQ Eastern Command

HQ Western Command

HQ Central Command

HQ Northern Command

**DISPOSAL OF EAST EUROPEAN ORIGIN
FIRED CARTRIDGE CASES**

1. Reference correspondence resting with this HQ letter No. A/O5756 /OS6A dated 25 Aug 80.
2. The Public Accounts Committee have observed that the progress in selection of reformable 130 mm Cart cases for issue to DGOF and disposal of non-reformable 130 mm and other East European origin cart cases by the depots is inadequate and desired that the accumulations in the depots should be expeditiously cleared.
3. Attention of all Ammunition depots should once again be drawn to the instructions issued on the subject vide this HQ letter under reference to expeditiously segregate reformable 130 mm cart cases for despatch to Ordnance Factory Ambarnath. The remaining non-reformable 130 mm cart cases and other carts of East European origin viz 100 mm and 76 mm should be disposed of immediately in the normal manner.
4. A monthly report on the subject indicating the following should be called for from the depots concerned till the entire outstandings are liquidated :—
 - (a) Quantity of 130 mm carts selected for reforming.
 - (b) Quantity of 130 mm carts despatched to Ordnance Factory Ambarnath.
 - (c) Quantity of 130 mm carts outstanding for despatch to Ordnance factory Ambarnath.
 - (d) Quantity of 130 mm carts outstanding for selection for reforming.
 - (e) Quantity of various cart cases calibre-wise disposed of in the normal manner.

(f) Quantity of various cart cases calibre-wise outstanding for disposal.

5. A copy of the instructions issued on the subject may please be endorsed to this HQ and a monthly consolidated report, as per para 4 above rendered to this HQ till completion of action.

Sd/-

(S. K. Bharadwaj)

Brig

Brig Takaniki Bhandar Aur
Gola Barud

Kriteya Ayudh Seva Nideshak

Copy to :—

Commandants, Chief Ordnance Officers

Central Ordnance Depot, Jabalpur

Central Ammunition Depot, Pulgaon

Ammunition Depot, Dehu

Ammunition Depot, Panagarh

Ammunition Depot, Bharatpur

Ammunition Depot, Dapper

Ammunition Depot, Bhatinda

HQ 14 FAD C/o 99 APO

HQ 15 FAD C/o 56 APO

HQ 16 FAD C/o 99 APO

HQ 17 FAD C/o 56 APO

HQ 18 FAD C/o 56 APO

HQ 19 FAD C/o 56 APO

HQ 21 FAD C/o 56 APO

HQ 23 FAD C/o 56 APO

HQ 24 FAD C/o 56 APO

22 Amn Coy C/O 56 APO

Ministry of Defence/D (O. II)

Internal

DDOS. (Ops & Adm)

Recommendation

The Committee were given to understand that the attempt made initially to utilise the fired cartridge cases directly in the Ordnance factories by remelting and using for fresh manufacture did not yield any positive results. However, the reforming of fired cartridge cases of type 'A' only was successful. The work was entrusted to factory 'R' where a type 'A' cartridge case shop was set up as a new project. Though the plant was installed in February 1978, it became fully operational only during 1979. out of 105845 number of fired cartridge cases received in Factory 'R' during 1976-77 to 1982 (upto August 1982) 49,896 cases were reformed and accepted: 24,948 rejected and 31,001 cases were in hand for reforming as on 15 September 1982. The Committee would urge that the balance stock should be reformed as quickly as possible and no accumulation of such cases should be permitted in future.

[SI No. 7 (Para 1.50) of Appendix to 145th Report of PAC (7th Lok Sabha)]

Action Taken

Out of 31,001 cases which were in hand for reforming, 27,825 Nos have been reformed. The remaining quantity of 3,176 cases, is under reforming process as per production programme of the factory concerned.

[Ministry of Defence O. M. No. 2 (1)/81/D (O.II) dt. 23.2.1984]

Recommendation

The Committee find that against the capacity of the plant of producing 60,000 new cartridge cases per annum, the actual performance was only 7000 in 1978-79. It increased to 39,600 in 1979-80 and further to 50,450 in 1980-81. However, there was a sharp slide back in 1981-82 when it came down to 25050. In 1982-83, the outturn was only 27,210 upto December 1982. The Committee would like the Ministry to take effective steps to remove the constraints in fuller utilisation of the production capacity in factory 'R' so that the capacity is fully utilised and the heavy investment of Rs. 624 lakhs (estimated) yields adequate return.

[SI No. 8 (Para 1.51) of Appendix to 145th Report of PAC (7th Lok Sabha)]

Action Taken

The out-turn for the full year 1982-83 was 44855 Nos. of Cartridge cases including 28,500 Nos. of reformed cartridge cases utilising 37650 Nos. of reformable fired cartridge cases.

A programme of 60,000 Nos, has been set for 1983-84 and regular monitoring is being done to achieve the rated capacity for the production of new and reformed cartridge cases.

[Ministry of Defence O. M. No. 2 (1)/81 D (O.II) dt. 23.2.1984]

Recommendation

The Committee observe that 189563 fired cartridge cases of type 'A' are stored at ammunition depot 'X' and another 27743 cases held in other depots. The programme for the issue of reformable cases is 40,000 in 1982-83, 30,000 in 1983-84 and 10,000 in 1984-85. The Committee urge that the reformable cartridge cases should be segregated without delay as per the guidelines laid down by the Technical Team in March 1980 and the non-reformable cartridge cases disposed of urgently.

[Sl. No. 9 (Para 1.52) of Appendix to 145th Report of PAC (7th Lok Sabha)]

Action Taken

Instructions for segregating reformable 130mm cartridge cases for eventual issue to Ordnance Factory Ambarnath and disposal of non-reformable cartridge cases through normal manner have already been issued vide Army Headquarters letter No.A/o5756/os-6A dated 25th August 1980. Depots have however, again been asked to comply with these instructions and speed up the selection of reformable cartridge cases and dispose of the non-reformable ones, vide Army HQ letter No. A/O5756/OS-6A dated 25th June 1983 (copy enclosed).

The Ordnance Factory Board have also issued instructions on 11.8-1983 to the Ordnance Factory concerned to depute representatives to the various depots to examine the fired 130mm cartridge cases and clear reformable ones for subsequent despatch to the Ordnance Factory. Accordingly, representative of the factory have been deputed for inspection and selection of 130mm cartridge cases suitable for reforming available at various Depots. Hence, there will be no delay in disposal of these cartridge cases in future.

[Ministry of Defence O.M. No. 2 (1)/81/Vol. II/D (O. II) dt. 23.2.1984]

CHAPTER III

**RECOMMENDATIONS / OBSERVATIONS WHICH THE
COMMITTEE DO NOT DESIRE TO PURSUE IN THE
LIGHT OF THE REPLIES RECEIVED FROM
GOVERNMENT.**

—Nil—

CHAPTER IV

RECOMMENDATIONS/OBSERVATIONS THE REPLIES TO WHICH HAVE NOT BEEN ACCEPTED BY THE COMMITTEE AND WHICH REQUIRE REITERATION.

Recommendation

The Committee find that in March 1974 the Army Headquarters issued instructions to all their Commands to suspend the disposal of the fired cartridge cases of brass since the National Small Industries Corporation had expressed their desire to purchase the same. Later, however, this was not found to be practical proposition. According to the Ministry, much of the accumulation arose because of the decision to approach the NSIC. The Committee consider that the matter should have been finalised with the NSIC in a business like manner. The Committee would like to be apprised of the precise circumstances in which the negotiations with the NSIC failed to materialize and why matters could not be settled speedily through direct discussions.

Sl. No. 4 (Para 1.47) of Appendix to 145th Report of PAC (7th Lok Sabha)

Action Taken

The negotiations with the NSIC for supply of fired cartridge cases were carried out through correspondence and in a series of meetings. However, the matter got bogged down as there was some confusion about the composition of the material because the Test Report given by the NSIC's prototype Development and Training Centre, Okhla, New Delhi differed from the Test Report given by the Army Headquarters. Besides, the NSIC had desired that fired cartridge cases with the ferrous primer should be got segregated and that either the material compensation in weight to the extent of the weight of ferrous primer be given to NSIC or in the alternative, the primer should be removed before offering the material to NSIC. These matters were still unresolved when, in the meeting held on 15.1.77 by Secy. (DP), it was decided that high calibre cartridge cases should be retained by the Depots, as these would be taken over by ordnance Factories for their own consumption and that no quantity out of this be disposed of. However,

negotiations for supply of small arms fired cartridge cases were successfully completed and certain quantities of such cartridge cases were supplied to NSIC at the mutually agreed rates.

Audit observations

The quantity of small arms fired cartridge cases Supplied to NSIC at mutually agreed rates may please be indicated in the draft note.

Reply of the Ministry of Defence

The Ordnance Services Directorate has already been requested to furnish the above information on a priority basis. As the information has to be collected from various depots/installations spread all over the country, it will take some time. The requisite information, as and when received, will be forwarded to the Lok Sabha Secretariat in compliance with the Audit authorities observations for incorporation in the Action Taken Notes.

[Ministry of Defence O. M. No. 2 (1)/81/D(O.II) dated 23.2.1984]

Recommendation

Another unfortunate aspect of the cases is that in May 1977 instructions were issued by the DOS to issue fired cartridge cases of types 'B' and 'C' to ordnance factories 'P', 'Q' and 'R'. As it was known that these Cases contained silicon and the factories had no use for them, it is surprising that such instructions should have been issued at all. The DGOF naturally did not take any action in the matter. In February 1980, he stated categorically that these cartridge cases should be disposed of in the normal manner. The Committee thus find that matters were allowed to drift unnecessarily for too long. The Committee do not see any reason why disposal action at least with regard to types 'B' and 'C' cartridge cases could not have been expedited and their stockpiling avoided.

[Sl. No. 6 (Para 1.49) of Appendix to 145th Report of PAC (7th Lok Sabha)]

Action Taken

It was decided in the meeting held by Secretary (DP) on 15.1.1977 that 'B' and 'C' type cartridge cases would be accepted by the Ordnance Factories for their own consumption and hence those cartridge cases were not to be disposed of. At that stage, it was not clearly known that the Ordnance factories had no use of such cartridge cases. In fact in

April 1977, DGOF had indicated the Factories which would be requiring these cartridge cases. Although the matter was pursued by the OS Dte with DGOF and Department of Defence Production, it was only in the meeting held by the Secretary (Defence Production) on 12th April 1979 that DGOF stated that 'B' and 'C' type cartridge cases could be utilised for remelting into silicon brass required for fresh manufacture of 'A' type cartridge cases, for which DGOF had received an offer from a private firm. The negotiations with the private firm, however, failed and no other firm agreed to undertake the job. DGOF, therefore, suggested in Feb. 1980 that 'B' and 'C' type cartridge cases be disposed of in the normal manner. This suggestion was finally accepted in the meeting held by Secy. (DP) on 21.7.80

Audit observations

The quantities of 'B' and 'C' type cartridge cases disposed of after 21.7.1980 as well as the stock-holding of these cartridge cases as on 31.12.1983 may please be indicated for the information of the Public Accounts Committee.

Reply of the Ministry of Defence

The Ordnance Services Directorate has already been requested to furnish the above information on a priority basis. As the information has to be collected from various depots/installations spread all over the country it will take some time. The requisite information, as and when received, will be forwarded to the Lok Sabha Secretariat in compliance with the Audit authorities observations for incorporation in the Action Taken Notes.

[Ministry of Defence O.M. No. 2 (1)/81/D (O.II) dated 23.2.1984]

CHAPTER V

RECOMMENDATIONS/OBSERVATIONS IN RESPECT OF WHICH GOVERNMENT HAVE FURNISHED INTERIM REPLIES

Recommendation

During evidence the Deputy Director General Supplies and Disposals stated that "in the.....cartridge cases most disturbing element is silicon. It is very difficult for the trade to separate silicon. The extraction cost is very high". The Committee observe that out of a total stock of 751818 fired cartridge cases, 392818 had been disposed of by Dec, 1982; an other 50600 cases were sold in auction in January 83 and the balance quantity was proposed to be auctioned shortly. As the trade is also separating silicon from brass after purchasing the fired cartridge cases from the Ministry of Defence, the Committee recommend that R&D Organisation of the Ministry should take up this task of finding out a quick and cost effective method of separation of silicon from brass so that such precious metals may be utilised more profitably and the surplus, if any, sold at better prices.

[Sl. No. 10 (Para 1.53) of Appendix to 145th Report of PAC (7th Lok Sabha)]

Action Taken

The feasibility of developing a quick and cost effective method of separation of silicon from brass is being explored in consultation with the Research & Development Organisation of the the Ministry of Defence. The matter was referred to the Defence Metallurgical Research Laboratory concerned on 29.11.83, which is being pursued.

[Ministry of Defence O. M. No. 2 (1) 81/D (O.II) dt. 23.2.1984]

Recommendation

In para 1.29 of their 121st Report (5th Lok Sabha) the Committee had recommended setting up a sort of Metal Bank or Clearing House so as to ensure that the metals specially non-ferrous rendered surplus or unfit

for a particular house in one organisation can be profitably utilised elsewhere without being disposed of at loss. The Committee reiterated this recommendation in para 2.43 of their 229th Report (5th Lok Sabha). The Ministry of Defence informed the Committee (January 1978) that instead of a Metal Bank a Central Coordination Committee had been constituted for coordination/disposal/re-utilisation of scrap. The Coordination Committee was directed to evolve a system for dissemination of necessary information regarding availability of various kinds of scrap to serve the purpose of Clearing House and that Committee would later on also take action for setting up of a Metal Bank if considered necessary. The Committee have now been informed that the above suggestion was considered by the Committee of Secretaries. Due to small surplus available and the cost involved in transportation, storage etc. in setting up a metal Bank the proposal was not found feasible. Instead it has been decided to set up a Standing Committee on Material Conservation to go into all aspects of material conservation including scrap. At least Rs. 50 crores worth of scrap was stated to be lying in various defence installations as at the end of the year 1981. The Committee trust that the Standing Committee on Material Conservation would be able to recommend measures for early segregation processing and reuse or sale of the different types of metal scrap generated by the ordnance factories and other defence establishments so as to facilitate their disposal/utilisation in the best possible manner.

[SI. No. 11 (Para 1.54) of Appendix to 145th Report of the PAC (7th Lok Sabha)]

Action Taken

It has since been intimated by the Directorate General of Technical Development(DGTD) that the Standing Committee on Material Conservation has ceased to be functional as it has not held any meeting after December, 1977. Instead of reconstituting the now defunct Standing Committee on Material Conservation, DGTD has proposed to set up an Expert Group to go into the various aspects of the problem and to devise measures for the optimal utilisation of the scrap generated by the Ordnance Factories and other Defence Establishments. For this purpose, the details relating to the nature of the arising of scrap in the Ordnance Factories/ Defence Establishments, the specific problems with regard to their disposal/

utilisation, including the difficulties in segregation processing etc; and the measures so far taken by the Ministry of Defence in this regard are being compiled to be furnished to the DGTD as early as possible.

[Ministry of Defence O. M. No. 2 (1)/81/D (O.II) dt. 23.2.1984]

NEW DELHI

April 9, 1984
Chaitra 20 1906 (S)



SUNIL MAITRA

Chairman,
Public Accounts Committee

PART II
MINUTES OF THE SIXTY-SEVENTH SITTING OF THE
PUBLIC ACCOUNTS COMMITTEE HELD ON
28 MARCH, 1984 (AN)

The Committee sat from 15.00 hrs. to 19.00 hrs.

PRESENT

Shri Sunil Maitra—*Chairman*

MEMBERS

LOK SABHA

2. Shri Chitta Basu
3. Shri Bhiku Ram Jain
4. Shri Satyanarayan Jatiya
5. Shri Jamilur Rehman

RAJYA SABHA

6. Dr. Sankata Prasad
7. Shri Syed Rahmat Ali
8. Smt. Pratibha Singh
9. Dr. (Smt.) Sathiavani Muthu
10. Shri Nirmal Chatterjee

REPRESENTATIVES OF THE OFFICE OF THE C & AG

1. Shri R.K. Chandrasekharan—Addl. Dy. C & A G of India (Reports)
2. Shri S.R. Mukherjee—Addl. Dy. C & A G of India (Railways)
3. Shri K.N. Row—Director of Audit Defence Services
4. Shri V. Sundaresan—Director of Receipt Audit
5. Shri N. Shivasubramanian—Director of Receipt Audit II
6. Shri A.N. Mukhopadhyay—Jt. Director(Report—Central)

7. Shri K.H. Chhaya—Jt. Director (Railways)
8. Shri S.K. Gupta—Jt. Director (Receipt Audit)
9. Shri N.R. Rayalu—Jt. Director of Audit P & T
10. Shri Gopal Singh—Jt. Director of Audit, P & T
11. Shri N. Balasubramaniam—Jt. Director (Receipt Audit)
12. Shri R.S. Gupta—Jt. Director of Audit Defence Services

SECRETARIAT

1. Shri T.R. Krishnamachari—*Joint Secretary*
2. Shri H.S. Kohli—*Chief Financial Committee Officer*
3. Shri K.K. Sharma—*Senior Financial Committee Officer*
4. Shri R.C. Anand—*Senior Financial Committee Officer*

2. The Committee considered the following draft Reports and adopted the same with certain modifications/amendments as shown in Annexures indicated against the respective reports :

* * * * *

- 5) Action Taken on 145th Report of PAC (7th Lok Sabha)
on delay in disposal of fired cartridge cases of high
calibre.

Annexure V

The Committee also authorised the Chairman to finalise the Reports in the light of modifications/amendments suggested by Audit as a result of factual verification and present the same to the House.

The Committee then adjourned.

ANNEXURE V

MODIFICATIONS/AMENDMENTS MADE BY THE PUBLIC
ACCOUNTS COMMITTEE IN THE DRAFT ACTION TAKEN
REPORT ON THEIR 145th REPORT (7th LOK SABHA)

Page	Para	Line(s)	Modifications/Amendments
11	1.13	5-6	<i>For 'by a particular house'. Read 'for a particular use'</i>
11	1.13	18	<i>Add 'in January 1978' after 'informed'</i>
12	1.13	14	<i>For 'constitute it.' Read 'reconstitute it. The Committee would like to have the explanation why no meeting of the Standing Committee on Material Conservation was held for more than 5 years.'</i>
12	1.13	18	<i>Add 'and other Defence establishments.' after Ordnance Factories.</i>

APPENDIX

Statement of Recommendations and Observations

Sl. No.	Para No.	Ministry Concerned	Recommendations/observations
1	2	3	4
1	1.3	Ministry of Defence	The Committee expect that final replies to those recommendations and observations in respect of which only interim replies have been furnished by Government so far, will be made available to the Committee expeditiously after getting them vetted by Audit.
2	1.7	-Do-	Commenting on the delay in finalisation of the negotiations with National Small Industries Corporation for the disposal of fired cartridge cases and subsequent failure of the negotiations, the Committee had in their earlier Report expressed the view that the matter was not finalised with the NSIC in a business-like manner. The Committee had desired to be apprised of the precise circumstances in which the negotiations with NSIC had failed to materialise and the reasons why the matter could not be settled speedily through direct

discussions. In their reply, the Ministry had stated that the negotiations with NSIC were carried out through correspondence and in a series of meetings. However, before the matter could be finalised, it was decided that high calibre cartridge cases should be retained by the Depots as these would be taken over by ordnance factories for their own consumption and no quantity out of these be disposed of. The Committee are surprised at this reply of Government. In case high calibre cartridge cases could be utilised by the ordnance factories, it is not clear why a decision to dispose of these cases was taken in the first instance and how it suddenly dawned upon the Ministry that these could be utilised by the ordnance factories themselves. This vacillating stand of the Ministry had resulted in a loss of precious time and energy. Evidently, the matter was dealt with by the Ministry in a very casual and perfunctory manner, without taking all relevant factors into consideration. The Committee cannot but express their unhappiness over this matter. They would like that the circumstances in which the decision to dispose of these cartridge cases without exploring the possibilities of utilisation in the ordnance factories was taken should be looked into and responsibility for the lapse fixed. The Committee would like to be informed of the precise action taken in the matter within a period of three months.

1	2	3	4
3	1.10	-do-	<p>In their earlier Report, the Committee had considered it unfortunate that instructions were issued by DOS for supplying fired cartridge cases of B & C types to ordnance factories although it was known that these cartridge cases contained silicon and the ordnance factories had no use for these cases. In their reply, the Department of Defence Production have stated that it was decided in the meeting held by the Secretary, Defence Production on 15 January, 1977 that B & C type cartridge cases would be accepted by the ordnance factories for their own consumption and that at that time it was not clearly known that ordnance factories had no use for such cartridge cases. The Committee are surprised to note that the DGOF should have been ignorant of even this basic fact that as these cases contained silicon, these could not be used in ordnance factories. The least that was expected was that before taking such a vital decision, the DGOF should have consulted the concerned Ordnance Factories and ascertained whether these cartridge cases could be utilised by them. This lapse on their part resulted in avoidable delay. The Committee trust that the DGOF will take care to avoid such mistakes in future.</p>
4	1.13	-do-	<p>The Committee had, in paragraph 1.29 of their 121st Report (5th Lok Sabha), recommended setting up a sort of Metal Bank or Clearing House so as to ensure that the</p>

metals specially non-ferrous rendered surplus or unfit for a particular use in one organisation can be profitably utilised elsewhere without being disposed of at loss. The Committee reiterated this recommendation in paragraph 2.43 of their 229th Report (5th Lok Sabha). In their reply, the Ministry of Defence informed the Committee in January 1978 that for coordination/disposal/re-utilisation of scrap, they had constituted a Central Coordination Committee who were to evolve a system for dissemination of necessary information regarding availability of various kinds of scrap to serve the purpose of clearing House. The Committee were thereafter informed in January 1978 that the above suggestion was considered by the Committee of Secretaries and due to small surplus available and the cost involved in transportation etc. instead of setting up a Metal Bank, a Standing Committee on Material Conservation was set up to go into all aspects of material conservation, including scrap. The Ministry of Defence have now informed the Committee that the above Standing Committee on material conservation has ceased to be functional as it has not held any meeting after December, 1977 and instead of re-constituting the defunct Committee it has been proposed by the Director General, Technical Development to set up an Expert Group to go into the various aspects of the problem and to devise measures for the optimal utilisation of the scrap generated

by the ordnance factories and other defence establishments. The Committee are unhappy over the lackadaisical manner in which the matter has been dealt with. Instead of a Metal Bank or Clearing House as suggested by the Committee, it was first decided to set up a Standing Committee for Material Conservation but after setting up this Committee no serious efforts were made to see that this Committee, functioned effectively. So inert had this committee proved that it had not held a single meeting since December 1977 and it has now been decided not to reconstitute it. The Committee would like to have the explanation why no meeting of the Standing Committee on material conservation was held for more than 5 years. The Committee hope that at least the Expert Group now proposed to be set up will function effectively and devise measures for the optimal utilisation of scrap generated by the Ordnance Factories and other Defence establishments.

Ministry of
Defence

The Committee have also been informed by the Ministry that the details relating to the nature of arisings of scrap in the ordnance factories, the specific problems with regard to their disposal/utilisation, including the difficulties in segregation, processing etc. are being compiled and will be furnished to the DGTD as early as possible. The Committee would like to be informed of the latest position in this regard.

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P.A.C. No.-1009

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**Published under Rule 382 of the Rules of Procedure and Conduct of
Business in Lok Sabha (Sixth Edition) and Printed by Gupta Printing Works
472, Esplanade Road, Delhi-110006.**

