

## **CHAPTER I**

### **REPORT**

This Report of the Standing Committee on Urban Development (2008-2009) deals with the action taken by the Government on the Recommendations contained in their Thirty Sixth Report (Fourteenth Lok Sabha) on “Government of India Stationery Office, Kolkata” (GISO) relating to the Ministry of Urban Development, which was presented to the Lok Sabha on 23rd October, 2008.

2. Action taken notes have been received from the Government in respect of all the Recommendations/Observations contained in the Report. These have been categorized as follows:

(i) Recommendations/Observations that have been accepted by the Government (Chapter-II):—

Sl. Nos. 1, 2, 3 and 4 (Total- 4)

(ii) Recommendations/Observations which the Committee do not desire to pursue in view of the replies of the Government (Chapter-III):—

-Nil- (Total- NIL)

(iii) Recommendations/Observations in respect of which replies of the Government have not been accepted by the Committee (Chapter-IV):—

Sl. No. 6 (Total – 01)

(iv) Recommendations/Observations in respect of which final replies of the Government are still awaited (Chapter-V):—

Sl. No. 5 (Total- 01)

**3. The Committee trust that utmost importance would be given by the Government to the implementation of their Recommendations. In cases, where it is not possible for the Government to implement the Recommendation(s) in letter and spirit for any reason, the matter should be reported to the Committee with reasons for non-implementation.**

**4. The Committee further desire that Action Taken Notes on the Recommendations/Observations contained in Chapter-I of this Report and final replies in respect of the Recommendations for which only interim replies have been furnished by the Government (included in Chapter-V) should be immediately furnished to the Committee.**

5. The Committee will now deal with the action taken by the Government on some of their recommendations in the succeeding paragraphs:—

Implementation of the Reports of Department of Administrative Reforms and Public Grievances and Internal Work Study Unit (IWSU) on GISO.

#### **Recommendation (Sl. No. 3 and 4)**

6. The Committee had observed that the recommendation of the Study Report of Department of Administrative Reforms and Public Grievances was either restructuring of GISO into an Autonomous Body or continuation of GISO with a staff strength to be assessed by an Internal Work Study Unit (IWSU) of the Ministry of Urban Development. The Committee also observed that although IWSU Report of September, 2001 had recommended net reduction of 49 posts in GISO, regrettably no serious efforts were taken by the Ministry of Urban Development to implement the Reports of the Department of Administrative Reforms & Public Grievances and IWSU. The cause of GISO was also not taken up forcefully with the Ministry of Finance.

7. The Committee had further expressed their surprise while noting that without ascertaining the findings of the study conducted by the Department of Administrative Reforms & Public Grievances and the

study by the IWSU of the Ministry of Urban Development, the Expenditure Reforms Commission had unilaterally recommended closure of GISO in October, 2001 on the misplaced plea that order position of GISO (Rs. 10.19 crore in 2000-01) was far less than the non-plan expenditure incurred by GISO (23.6 crore). From the information furnished by the Ministry of Urban Development, the Committee had observed that the premise on which ERC made its recommendation for closure of GISO did not hold good. The establishment cost of GISO in 2007-08 was far too less at Rs. 10.41 crore (Budget Estimates) as against the reported order book position of Rs. 90.00 crore. The stationery rates charged by GISO were also observed to be far less than those of the Kendriya Bhandar in respect of most of the items. Evidently, ERC's Report on GISO did not take into consideration crucial facts such as rates and quality of stationery and related factors concerning GISO and jumped to recommend closure of the organization. While observing that the Ministry of Finance too, without an independent examination of facts, had relied on the unjustified report of ERC and insisted on winding up of GISO, the Committee had recommended that the Ministry of Finance should reconsider the matter in totality taking into account all relevant factors and implications thereof and GISO be allowed to function as an efficient and vibrant organization with the staff strength recommended by IWSU.

**8. In their action taken reply, the Government have informed the Committee as under:—**

"Recommendation/observation of Standing Committee as above have been examined in consultation with the Ministry of Finance. It has been decided that Government of India Stationery Office (GISO), Kolkata could be allowed to function with staff compliment as recommended by IWSU and further assessment by Ministry of Urban Development."

**9. The Committee are glad to note that in line with the spirit of their recommendation, it has been decided that Government of India Stationery Office (GISO), Kolkata could be allowed to function with staff compliment as recommended by IWSU. However the reply**

**is silent on any concrete steps that have been taken by the Government to ensure that GISO would function as an efficient and vibrant organization, as recommended by the Committee. As much time has already been wasted, the Committee strongly urge the Government to finalise the requirements of GISO in accordance with the Report of Department of Administrative Reforms and Public Grievances and IWSU, as early as possible and take suitable action thereon. The Committee would await the final action taken by the Ministry of Urban Development in this regard.**

**Recommendation (Sl. No. 5)**

10. The Committee had deplored that adequate budgetary support as recommended by the Department of Administrative Reforms and Public Grievances was not provided to GISO. The budgetary provision for "Material & Supply" which ranged between Rs. 12.00 crore and Rs. 20.00 crore from 1992-93 to 2003-04 was drastically reduced to Rs. 5.00 crore in 2004-05 and further reduced to a meagre Rs. 1.00 crore in 2006-07. The Ministry of Finance had informed the Committee that the Ministry of Urban Development were to decide the extent of budgetary support to GISO. The Committee had, therefore, desired that the Ministry of Urban Development should clear the air of uncertainty regarding the continuance of GISO and provide adequate funds to enable GISO to function effectively. The Committee had also recommended that the feasibility of generating revenue by commercializing the surplus capacity, if any, available in the laboratory and quality testing facilities available with GISO be examined.

11. The Government in their action taken reply furnished to the Committee have informed as under:—

"Steps are being taken to provide adequate budgetary support to Government of India Stationery Office, Kolkata for its efficient functioning. Mechanism to generate revenue by commercializing the surplus capacity, if any, is being worked out".

**12. The Committee have been informed that steps are being taken by the Ministry of Urban Development to provide adequate**

**budgetary support to GISO for its efficient functioning. As the budgetary exercise for the year 2009-10 would have been completed by now, the Committee trust that adequate budgetary support for GISO, as recommended by Department of Administrative Reforms and Public Grievances, has been proposed by the Ministry of Urban Development. The Committee would like to be apprised of the proposals made by the Ministry of Urban Development for budgetary support to GISO during 2009-10.**

**13. As regards the mechanism, if any, to generate revenue by commercializing the surplus capacity, the Committee have been merely informed that this is still being worked out. They, therefore, desire that the Ministry should sincerely workout and finalize the mechanism to generate additional revenue by GISO at the earliest as it would have a positive impact on the overall functioning of the organization.**

**Filling up of vacant posts including the post of Controller of Stationery.**

**Recommendation (Sl. No. 6)**

**14. The Committee had been informed that the staff strength of Government of India Stationery Office was reduced considerably over a period of time which crippled its performance and resulted in deterioration of quality of work in some cases. The post of "Controller of Stationery" was also stated to be lying vacant for the last 3 years. The Committee had felt that the failure of the Ministry of Urban Development in updating the Recruitment Rules for the post in time appeared to have delayed the filling up the post of "Controller of Stationery". Whereas the Ministry of Urban Development had claimed that the Ministry of Finance had not agreed for the revival of the post, the latter had asserted that it was the responsibility of the former to deal with the issue. The Committee had urged both the Ministries to sort out the issue expeditiously in a spirit of accommodation without further loss of time in filling up the post of "Controller of Stationery" and ensuring adequate staff strength to Government of India Stationery Office as recommended by the IWSU of the Ministry of Urban Development.**

15. In their action taken reply, the Government have informed the Committee that the matter has been resolved and steps are being initiated to fill the vacancies.

**16. The Committee are not convinced by the one-line reply tendered by the Government on their recommendation to fill up the post of "Controller of Stationery" in GISO, which is lying vacant for more than 3 years, without further loss of time, as well as to ensure adequate staff strength. The Government in their action taken reply furnished to the Committee have merely stated that steps are being initiated to fill the vacancies. There appears to be indifference on the part of the Ministry on the issue of posting a Controller of Stationery in GISO. The Committee cannot but deplore the way in which incomplete and vague replies are furnished to specific recommendations made by them. They therefore desire to be apprised of the present status of filling up of all the vacant posts in GISO including that of Controller of Stationery.**

## **CHAPTER II**

### **RECOMMENDATIONS/OBSERVATIONS WHICH HAVE BEEN ACCEPTED BY THE GOVERNMENT**

#### **Recommendations (Sl. No. 1 to 4)**

1. The Government of India Stationery Office (GISO), a 158-year old organization established in the year 1850, has been responsible for procurement and supply of stationery stores to around 13,166 authorized indents consisting of various Government of India offices, Public Sector Undertakings etc. spread all over the country. At present GISO carries out its duties through its various Branches as well as its three Regional Stationery Depots in Mumbai, New Delhi and Chennai. GISO has been facing an uncertain future since the year 1987 when the Cabinet took the decision to wind up this office and a Government of India Resolution to this effect was issued on 16th October, 1987. Subsequently the closure order was revoked *vide* Government of India Resolution dated 27th February, 1991, pending a study on the subject. The study conducted by the Department of Administrative Reforms and Public Grievances in July, 1997 recommended the continuance of GISO. When the follow up action on the recommendation of the study Report was in progress, the Expenditure Reforms Commission (ERC) in October, 2001 recommended closure of GISO. Since then, the Ministry of Urban Development and the Ministry of Finance (Department of Expenditure) have been wrangling over the question of continuance of GISO, which inevitably had a negative impact on the overall functioning and performance of GISO. The Committee's conclusions and recommendations arising out of the examination of these and other related issues are set out in the following paragraphs.
2. In pursuance of the recommendation of the Group of Secretaries, Government of India decided in October, 1987 (Resolution dated 16.10.1987) to wind up the operations of the GISO and de-centralize the

work handled by GISO with immediate effect. The ostensible reasons advanced by the Group of Secretaries for the closure of GISO included high overhead cost of procurement and supply of stationery and GISO rates being higher than those in the open market. Curiously, these reasons have been proved wrong subsequently. It was decided after three and half years (Resolution dated 27.2.1991) to resume the operations of GISO and to make a study to establish whether there had been any economy in purchase of stationery after closure orders were issued in October, 1987. The study conducted by the Department of Administrative Reforms and Public Grievances (Report dated 30.7.1997) revealed that there was more expenditure on stationery during closure period as compared to the period of functioning of GISO. Thus, the initial presumption on which Group of Secretaries recommended closure of GISO stood refuted.

3. The study Report of Department of Administrative Reforms and Public Grievances recommended either restructuring of GISO into an Autonomous Body or continuation of GISO with a staff strength to be assessed by an Internal Work Study Unit (IWSU) of the Ministry of Urban Development. The IWSU took over 4 years to complete its study and present a report. The IWSU Report of September, 2001 recommended net reduction of 49 posts in GISO. Regrettably no serious efforts appeared to have been taken by the Ministry of Urban Development to implement the Reports of the Department of Administrative Reforms & Public Grievances and IWSU nor was the cause of GISO taken up forcefully with the Ministry of Finance.

4. The Committee are surprised to note that without ascertaining the findings of the study conducted by the Department of Administrative Reforms & Public Grievances and the study by the IWSU of the Ministry of Urban Development, the Expenditure Reform Commission appears to have unilaterally recommended closure of GISO in October, 2001 on the misplaced plea that order position of GISO (Rs. 10.19 crore in 2000-01) was far less than the non-plan expenditure incurred by GISO (23.6 crore). From the information furnished by the Ministry of Urban Development, the Committee observe that the premise on which ERC made its recommendation for closure of GISO does not hold good. The

establishment cost of GISO in 2007-08 was far too less at Rs. 10.41 crore (Budget Estimates) as against the reported order book position of Rs. 90.00 crore. The stationery rates charged by GISO are also observed to be far less than those of the Kendriya Bhandar in respect of most of the items. Evidently, ERC's three-fourth page report on GISO did not take into consideration crucial facts such as rates and quality of stationery and related factors concerning GISO and jumped to recommend closure of the organization. It is strange that the Ministry of Finance too, without an independent examination of facts, has been relying on the unjustified report of ERC and insisting on winding up of GISO. The Committee do not expect such mishandling of an issue involving livelihood of as many as over 600 employees. The Committee, therefore, urge that in the light of the above facts, the Ministry of Finance should reconsider the matter in totality taking into account all relevant factors and implications thereof and allow GISO to function as an efficient and vibrant organization with the staff strength recommended by IWSU.

#### **Reply of the Government**

Recommendations/observations of Standing Committee as above have been examined in Consultation with the Ministry of Finance. It has been decided that Government of India Stationery Office (GISO), Kolkata could be allowed to function with staff compliment as recommended by IWSU and further assessment by Ministry of Urban Development.

[Ministry of Urban Development O.M. No. H-11018/2/2008-Sty  
Dated 07 January, 2009]

#### **Comments of the Committee**

(Please see Paragraph No. 9 of Chapter-I of the Report.)

## **CHAPTER III**

RECOMMENDATIONS/OBSERVATIONS WHICH THE COMMITTEE  
DO NOT DESIRE TO PURSUE IN VIEW OF THE  
GOVERNMENT'S REPLIES

-Nil-

## **CHAPTER IV**

### **RECOMMENDATIONS/OBSERVATIONS IN RESPECT OF WHICH REPLIES OF THE GOVERNMENT HAVE NOT BEEN ACCEPTED BY THE COMMITTEE**

#### **Recommendation (Sl. No. 6)**

The Committee have been informed that the staff strength of GISO has been reduced considerably over a period of time which has crippled its performance and resulted in deterioration of quality of work in some cases. The post of "Controller of Stationery" is also stated to be lying vacant for the last 3 years. Failure of the Ministry of Urban Development in updating the Recruitment Rules for the post in time appears to have delayed the filling up the post of "Controller of Stationery" and the resultant delay has reportedly led to 'deemed abolition' of the post. It is distressing in this connection to note the Inter-Ministerial wrangle on the matter. Whereas the Ministry of Urban Development has claimed that the Ministry of Finance had not agreed for the revival of the post, the latter has asserted that it is the responsibility of the former to deal with the issue. The Committee would urge both the Ministries to sort out the issue expeditiously in a spirit of accommodation. There should be no further loss of time in filling up the post of "Controller of Stationery" and ensuring adequate staff strength to GISO as recommended by the IWSU of the Ministry of Urban Development.

#### **Reply of the Government**

The matter has been resolved. Steps are being initiated to fill the vacancies.

[Ministry of Urban Development O.M. No. H-11018/2/2008-Sty  
Dated 07 January, 2009]

#### **Comments of the Committee**

(Please see Paragraph No. 16 of Chapter-I of the Report.)

## **CHAPTER V**

### **RECOMMENDATIONS/OBSERVATIONS IN RESPECT OF WHICH FINAL REPLIES OF THE GOVERNMENT ARE STILL AWAITED**

#### **Recommendation (Sl. No. 5)**

The Committee deplore that adequate budgetary support has not been provided to GISO as recommended by the Department of Administrative Reforms and Public Grievances. The budgetary provision for "Material and Supply" which ranged between Rs. 12.00 crore and Rs. 20.00 crore from 1992-93 to 2003-04 was drastically reduced to Rs. 5.00 crore in 2004-05 and further reduced to a meagre Rs. 1.00 crore in 2006-07. According to the Ministry of Finance, it is for the Ministry of Urban Development to decide the extent of budgetary support to GISO. The Committee would expect the Ministry of Urban Development to clear the air of uncertainty regarding the continuance of GISO and provide adequate funds to enable GISO to function effectively. GISO on its part should develop more professionalism in its activities and establish that it can function more effectively in the competitive environment. Incidentally, the feasibility of generating revenue by commercializing the surplus capacity, if any, available in the laboratory and quality testing facilities available with GISO be examined.

#### **Reply of the Government**

Steps are being taken to provide adequate budgetary support to Government of India Stationery Office, Kolkata for its efficient functioning. Mechanism to generate revenue by Commercializing the surplus capacity, if any, is being worked out.

[Ministry of Urban Development O.M. No. H-11018/2/2008-Sty  
Dated 07 January, 2009]

**Comments of the Committee**

(Please see Paragraph Nos. 12 and 13 of Chapter-I of the Report.)

NEW DELHI;  
12 February, 2009  
23 Magha, 1930 (Saka)

MOHD. SALIM,  
Chairman,  
Standing Committee on Urban Development.

## ANNEXURE I

### STANDING COMMITTEE ON URBAN DEVELOPMENT (2008-09)

### MINUTES OF THE ELEVENTH SITTING OF THE COMMITTEE HELD ON THURSDAY, THE 5th FEBRUARY, 2009

The Committee sat from 1500 hrs. to 1630 hrs. in Committee Room 'D', Parliament House Annexe, New Delhi.

#### PRESENT

Mohd. Salim — *Chairman*

#### MEMBERS

*Lok Sabha*

2. Smt. Botcha Jhansi Lakshmi
3. Shri Sharanjit Singh Dhillon
4. Shri Surendra Prakash Goyal
5. Shri Pushp Jain
6. Shri Sajjan Kumar
7. Shri Babu Lal Marandi
8. Shri Sudhangshu Seal
9. Shri Jagdish Tytler
10. Kunwar Devendra Singh Yadav

*Rajya Sabha*

11. Shri Varinder Singh Bajwa
12. Shri Krishan Lal Balmiki
13. Shri Surendra Moti Lal Patel
14. Shri Mukul Roy
15. Shri Brij Bhushan Tiwari

## SECRETARIAT

1. Dr. Ravinder Kumar Chadha — *Joint Secretary*
2. Shri T.K. Mukherjee — *Director*
3. Smt. Anita B. Panda — *Deputy Secretary*
4. Shri Arvind Sharma — *Under Secretary*

## **WITNESSES**

## Representatives of the Ministry of Urban Development

1. Dr. M. Ramachandran, Secretary (UD)
2. Dr. M.M. Kutty, JS (D&L)
3. Smt. Sujata Chaturvedi, Director (DD)

## Representatives of the Delhi Development Authority (DDA)

1. Shri Ashok Kumar, Vice-Chairman
2. Shri V.K. Sadhu, Principal Commissioner
3. Ms. Asma Manzar, Commissioner (Housing)
4. Shri V.S. Tomar, Deputy Director (System)

2.\* At the outset, the Hon'ble Chairman welcomed the Members \*\*\*.

3.\* \*\*\* \*\*\* \*\*\* \*\*\* \*\*\*

4.\* \*\*\* \*\*\* \*\*\* \*\*\* \*\*\* \*\*\*

5 \* \*\*\* \*\*\* \*\*\* \*\*\* \*\*\*

6. Thereafter, the Committee took up for consideration the Draft Report on Action Taken by the Government on the Recommendations contained in their Thirty Sixth Report (Fourteenth Lok Sabha) on 'Government of India Stationery Office, (GISO) Kolkata', of the Ministry of Urban Development, and adopted the same without any modification. The Committee authorized the Chairman to finalize the Report and present the same to the Parliament.

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

*The Committee then adjourned.*

\*Matter not related with the Report.

## ANNEXURE II

[*Vide* Para 4 of the Introduction]

### ANALYSIS OF THE ACTION TAKEN BY THE GOVERNMENT ON THE RECOMMENDATIONS/OBSERVATIONS CONTAINED IN THE THIRTY-SIXTH REPORT OF THE STANDING COMMITTEE ON URBAN DEVELOPMENT (FOURTEENTH LOK SABHA)

	Total
I. Total number of recommendations	6
II. Recommendations/Observations which have been accepted by the Government: Recommendation Nos. 1, 2, 3, 4	4
Percentage to total recommendations	(66.66%)
III. Recommendations/Observations which the Committee do not desire to pursue in view of Government's replies:	-Nil-
Percentage to total recommendations	0%
IV. Recommendations/Observations in respect of which replies of the Government have not been accepted by the Committee: Recommendation No. 6	1
Percentage to total recommendations	(16.67%)
V. Recommendations/Observations in respect of which final replies of the Government are still awaited: Recommendation No. 5	1
Percentage to total recommendations	(16.67%)

THIRTY-NINTH REPORT  
STANDING COMMITTEE ON  
URBAN DEVELOPMENT  
(2008-2009)  
(FOURTEENTH LOK SABHA)

MINISTRY OF URBAN DEVELOPMENT  
GOVERNMENT OF INDIA STATIONERY OFFICE,  
KOLKATA (GISO)

*[Action Taken by the Government on the Recommendations contained  
in the Thirty-sixth Report of the Standing Committee on  
Urban Development (Fourteenth Lok Sabha)]*

*Presented to Lok Sabha on 17.2.2009  
Laid in Rajya Sabha on 17.2.2009*



LOK SABHA SECRETARIAT  
NEW DELHI

*February, 2009/Magha, 1930 (Saka)*

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COMPOSITION OF THE STANDING COMMITTEE ON  
URBAN DEVELOPMENT (2008-2009)

*Mohd. Salim — Chairman*

MEMBERS

*Lok Sabha*

2. Shri Avtar Singh Bhadana
3. Smt. Botcha Jhansi Lakshmi
4. Shri Sharanjit Singh Dhillon
5. Shri Surendra Prakash Goyal
6. Shri Anant Gudhe
7. Shri Pushp Jain
8. Shri Kailash Joshi
9. Shri Sajjan Kumar
- \*10. Prof. Vijay Kumar Malhotra
11. Shri Babu Lal Marandi
12. Shri A.K. Moorthy
13. Shri Shripad Yesso Naik
14. Shri L. Rajagopal
15. Shri D. Vittal Rao
16. Shri Sudhangshu Seal
17. Kunwar Sarv Raj Singh
18. Shri Jagdish Tytler
19. Kunwar Devendra Singh Yadav
20. Shri Rajesh Ranjan *alias* Pappu Yadav
21. Shri Suresh Ganpatrao Wagmare

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\*Ceased to be the Member of the Committee consequent upon his resignation from Lok Sabha w.e.f. 18.12.2008.

*Rajya Sabha*

22. Dr. Prabha Thakur
23. Smt. Syeda Anwara Taimur
24. Shri B.K. Hariprasad
25. Shri Surendra Moti Lal Patel
26. Shri Krishan Lal Balmiki
27. Shri Brij Bhushan Tiwari
28. Shri Penumalli Madhu
29. Shri Varinder Singh Bajwa
30. Shri Manohar Joshi
31. Shri Mukul Roy

SECRETARIAT

1. Dr. R.K. Chadha	—	<i>Joint Secretary</i>
2. Shri T.K. Mukherjee	—	<i>Director</i>
3. Shri Arvind Sharma	—	<i>Under Secretary</i>
4. Shri Sumit Kumar Grover	—	<i>Committee Assistant</i>

## INTRODUCTION

I, the Chairman of the Standing Committee on Urban Development (2008-09) having been authorized by the Committee to submit the Report on their behalf, present the Thirty-Ninth Report on the action taken by the Government on the recommendations contained in the Thirty-Sixth Report (14th Lok Sabha) of the Standing Committee on Urban Development on the subject "Government of India Stationery Office, Kolkata" of the Ministry of Urban Development.

2. The Thirty-Sixth Report was presented to Lok Sabha on 23rd October, 2008. Replies of the Government to all the recommendations contained in the Report were received on 9th January, 2009.

3. The Standing Committee on Urban Development considered and adopted this Report at their sitting held on 5th February, 2009.

4. An analysis of the action taken by the Government on the recommendations contained in the Thirty-Sixth Report (Fourteenth Lok Sabha) of the Committee is given at Annexure-II.

5. For the facility of reference and convenience, the Recommendations/ Observations of the Committee have been printed in bold letters in the body of the Report.

NEW DELHI;  
12 February, 2009  
23 Magha, 1930 (Saka)

MOHD. SALIM,  
*Chairman,*  
*Standing Committee on Urban*  
*Development.*

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STANDING COMMITTEE  
ON URBAN DEVELOPMENT  
(2008-2009)

FOURTEENTH LOK SABHA

MINISTRY OF URBAN  
DEVELOPMENT

GOVERNMENT OF INDIA STATIONERY OFFICE,  
KOLKATA (GISO)

*[Action Taken by the Government on the Recommendations contained  
in the Thirty-sixth Report of the Standing Committee on  
Urban Development (Fourteenth Lok Sabha)]*

THIRTY-NINTH REPORT



LOK SABHA SECRETARIAT  
NEW DELHI

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