

**COMMITTEE ON PAPERS LAID ON THE TABLE**

**(2017-2018)**

**SIXTEENTH LOK SABHA**

**EIGHTEENTH REPORT**

**(Presented on -----)**



सत्यमेव जयते

**LOK SABHA SECRETARIAT**

**NEW DELHI**

**February, 2018/Magha, 1939(Saka)**

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**COMPOSITION OF COMMITTEE ON PAPERS LAID ON THE TABLE**  
**(2017-2018)**

**Shri Chandrakant Khaire                      -                      *Chairperson***

**M E M B E R S**

2.     Shri Dushyant Chautala
3.     Shrimati Veena Devi
4.     Shri P.C. Gaddigoudar
5.     Shri Laxman Giluwa
6.     Shri Choudhury Mohan Jatua
7.     Shrimati Mausam Noor
8.     Shri Bheemrao B. Patil
9.     Shri Sanjaykaka Ramchandra Patil
10.    Shri Bishnupada Ray
11.    Shri Midhun Reddy
12.    Shri Uday Pratap Singh
13.    Shri Virendra Singh
14.    Shri P.R. Sundaram
15.    Shri Manohar Untwal

**SECRETARIAT**

1.     Dr. Preeti Srivastava                      -                      Joint Secretary
2.     Smt. Rita Jailkhani                        -                      Director
3.     Smt. Maya Lingi                            -                      Additional Director
4.     Shri Rajni Bhagat                           -                      Committee Officer

## **INTRODUCTION**

I, Chairperson of the Committee on Papers Laid on the Table of the House (2017-18), having been authorized by the Committee to present this Report on their behalf, present this Eighteenth Report in respect of delay in laying of the Annual Reports together with Audited Accounts of the Bharat Wagon and Engineering Company Limited (BWEL), Patna, Bihar.

2. In terms of the recommendation of the Committee on Papers Laid on the Table contained in its First Report, Second Report (5th Lok Sabha) and Second Report (6th Lok Sabha) presented to the House on 08 March 1976, 12 May 1976 and 22 December 1977 respectively, the Annual Report and Audited Accounts of the Organisation/Company are required to laid on the Table of the House within nine months of the closure of Accounting Year.

3. The Committee considered the matter of delays in laying of the Annual Reports and Audited Accounts of the Bharat Wagon and Engineering Company Limited (BWEL), Patna, Bihar and took oral evidence of the representatives of the Ministry of Railways at their sitting held on 24 May, 2016.

4. The Committee considered and adopted this Report at their sitting held on 12 January 2018.

5. The Committee wish to express their thanks to the officers of the Ministry of Railways for furnishing the written replies, other material/information and for placing their views in the matter before the Committee.

6. The Observations / Recommendations of the Committee have been printed in bold letters at the end of the Report.

**New Delhi**  
**February, 2018**  
**Magha, 1939 (Saka)**

**Chandrakant B. Khaire**  
**Chairperson**  
**Committee on Papers Laid on the Table**

## **Report**

### **Delay in laying of the Annual Reports and Audited Accounts of the Bharat Wagon and Engineering Company Limited (BWEL), Patna, Bihar**

Bharat Wagon and Engineering Company Limited (BWEL), Central PSU was incorporated in December 1978 by take-over of two sick private wagon making companies, namely M/s Arthur Butler and Co. Ltd., Muzaffarpur and M/s Britannia Engineering Co. Ltd., (Wagon Division), Mokama. The third manufacturing unit was added to the company in the year 1983-84 at the Industrial Estate at Bela, Muzaffarpur for manufacture of LPG cylinders. In the year 1986, the company became a subsidiary of Bharat Bhari Udyog Nigam Ltd., Kolkata, under the Department of Heavy Industry. From 13<sup>th</sup> August, 2008, administrative control of this company has been transferred to Ministry of Railways.

2. In terms of the provisions of Section 619 A of the Companies Act, 1956 (Section 394 of Companies Act, 2013), where the Central Govt. is a member of a Govt. Company, the Central Government shall cause an Annual Report on the working and affairs of the Government Companies to be:-

(a) Prepared within 3 months of its Annual General Meeting (AGM) before which the comments given by C&AG and Audit Report is placed under proviso of sub section (6) of Section 143; and

(b) As soon as may be after such preparation, laid before the both Houses of Parliament together with copy of Audit Report and along with the report of C&AG.

3. In terms of recommendation of the Committee on Papers Laid on the Table contained in Para 4.16 of Second Reports of 5<sup>th</sup> Lok Sabha and presented to the House on 12 May 1976, the Annual Report and Audited Accounts along-with Review Statement of Company are required to be laid within 09 months of the close of the respective Accounting Year. Where it is not possible for the Government to lay the Report of any Company within that period they should lay on the Table a Statement explaining the reasons for not laying the Report within 30 days from the expiry of the period of nine months and if the House is not in Session at that time, the Statement should be laid on the Table within seven days of re-assembly of the House.

4. The scrutiny by the Parliamentary Committee on Papers Laid on the Table reveals that the Annual Reports and Audited Accounts of the Company for the years 2013-14 and

2014-2015 were laid on the Table of the House with delays ranging from 07 and 02<sup>1/2</sup> months respectively. The dates of laying and extent of delay, in laying of the Annual Reports/Audited Accounts of the Company have been given at Annexure-I. But, the delay statements as referred in Para 3 above, were not laid on the Table of the House.

5. The Annual Report and Audited Accounts of the Bharat Wagon Company Ltd. for the year 2015-2016 have been laid on the Table of the House on 7.12.2016 i.e. within stipulated time period.

6. The chronological sequence in respect of finalization of Annual Reports and Audited Accounts of the Company for the years 2013-2014 and 2014-2015 as furnished to the Ministry is at Annexure-II.

7. As regards delay in laying of the Annual Reports and Audited Accounts of the Company for the years 2013-2014 and 2014-2015, the Ministry has stated as under:-

"Delay is not justified and is deeply regretted. However, Bharat Wagon and Engineering Company Limited (BWEL), Patna is a sick company under Board for Industrial & Financial Reconstruction (BIFR) since many years. Ministry of Railway is making sincere efforts to revive the company. The BWEL does not have full time directors on its Board. There is shortage of Manpower at all levels including Finance & Accounts. This has contributed to the delay in laying of Annual Report & Audited Accounts of the Company

8. On being enquired by the Committee as to how the issue of auditing of Accounts and finally timely receipt of the Final Audit Report from the Audit Authorities was dealt with the Ministry/Company, the Ministry, in its written note stated as under:-

"After submission of accounts, the Company made sincere efforts to get Audit Reports from Audit Authorities at the earliest. It is assured that such efforts shall be taken more earnestly in future."

9. As regards delay at the stage of translation of documents in Hindi Version and subsequent printing thereof, the Ministry in its written Note stated as under:-

"The Company faced problems in translation of documents into Hindi due to non-availability of regular Hindi Translator. As the company is sick, no fresh recruitment is possible. Printing of Annual Report/Audited Accounts is carried out through an outside agency selected through tendering process. Delays would be curtailed by engaging a reliable translator and printer in advance."

10. About the status of computerization of Accounts to facilitate speedy and timely compilation of Accounts of the Company, the Ministry in its written note submitted as under:-

"No. Adequate funds are not available for full computerization because the company is sick and incurring loss for last several years. However, the company will make efforts to computerize the Accounting system."

11. With regard to the internal auditing mechanism to ensure timely compilation of Accounts of the Company and also to minimize audit queries at the time of auditing, the Ministry in its written note, stated as under:-

"Internal Audit is carried out by the company on quarterly basis by independent auditors to minimize the audit queries at the time of auditing."

12 To a query as to whether any time schedule has been laid down by the Ministry indicating the target dates for completion of each stage involved in finalisation of documents, the Ministry in its written note stated as under :-

. The schedule for completion of various activities involved in financial accounts is drawn in advance by the company and executives/staff are instructed to adhere to schedule and regular follow up is carried out to ensure timely completion of the activities. The schedule is discussed with statutory auditors to get them involved in the exercise. Issues raised by the statutory/CAG auditors are taken up immediately and settled to avoid delays and receipts of comments from them. The tentative time schedule for finalization of Accounts is as under:

Date of completion of accounts	:	15 <sup>th</sup> July
Date of Approval of Accounts by Auditors	:	15 <sup>th</sup> Aug
Date of Approval of Annual Reports	:	15 <sup>th</sup> Sep
Date of Submission of Annual Reports to Ministry	:	15 <sup>th</sup> Oct

13. When the Committee desired to know about the mechanism in place in the Ministry to monitor the progress of work so as to ensure timely laying of the documents, the Ministry in its written note stated as under :-

"The Ministry has laid down target to the company to submit the printed Annual Reports in Hindi and English latest by 15<sup>th</sup> October every year."

14. As regards the query of the Committee about the remedial measures taken to ensure timely laying of the documents in the House, within the prescribed period of nine months from the close of accounting year, the Ministry in its written reply stated as under:-

" CAG would be impressed upon to finalize their comments within 15 days on submission of the Accounts by the Company. Efforts shall also be made to reduce the time involved in translation and printing of reports."

15. The Committee considered the matter of delays in laying of the Annual Reports and Audited Accounts of Company for the years 2013-2014 and 2014-2015 took evidence of the representatives of the Ministry of Railways and Company on the issue on 24 May, 2016.

16. Elaborating the reasons for delay in laying of the Annual Reports and Audited Accounts of the Company, the Secretary to the Ministry during the evidence stated as under:-

"As per guidelines of DPE its Annual Report and Audited Accounts for the financial year ending in March were to be presented by December. Reports for the year 2013-14 and 2014-15 about which the question was asked were presented late. Now I would like to tell about delay caused in presenting reports for the year 2013-14 and 2014-15. Auditor of C&AG was nominated timely in the 2013-14. For the year 2013-14 accounts upto August were compiled and given to the auditor on 11.10.2014. ...They had undertaken audit from 03.11.2014 to 11.11.2014. some queries were raised therein. These were resolved. After that Draft Audit Report was received on 18.11.2014 and then came the Audit Report on 10.12.2014. Annual Report was finalised on 23.12.2014 and the same day it was accorded approval in AGM. After that it was sent for translation and printing in which about two months were taken. Then this report came to the Ministry on 10.03.2015, but there was something missing in it about which the Ministry had a query; and then the budget session was over by the time the reply was received, so it was laid on the table of the House on 03.08.2015 only in the next session. For the year 2014-15 accounts were prepared in August, 2015. It was sent for auditing on 15.09.2015 and it was returned on 22.09.2015; and it had no query. Draft Report came on 23.09.2015, the same day came the Audit Report was also received and it was finalised on 29.09.2015. It was accorded approval in AGM on 29.09.2015. It took time from 10.10.2015 to 17.11.2015 for translation and printing; and then it came to the Ministry on 07.01.2016 and it was laid on the table of the House on 16.03.2016 during the Budget Session."

He further submitted that -

" this is a sick unit and there is shortage of administrative manpower. There is only a single Director from the Railway who has been assigned the work of this unit as a part time job. Apart from this, there is Manager Finance, Manager Technical and Manager Personnel. Secretary to these Managers look after the work of this unit. There is shortage of staff, but since it is a sick unit we are unable to appoint more people but still we will make efforts in this regard. This time we hope that we will submit the report in a time bond manner."



17. As regard timely laying of the document of the company by the Ministry, the Secretary during evidence again submitted before the Committee that-

We had prepared a time schedule for the company so as to avoid such a delay. As per the time schedule they have to finalize their accounts by 15th July and complete audit work by 15th August and obtain approval of GM by 15th September and submit the same to the Ministry by 15th October so as to ensure that these Audit Accounts are laid in the Parliament in a time bond manner.

### **Observations/Recommendations**

18. The Committee have time and again emphasized that both the Annual Report and Audited Accounts of the Corporations/Companies constituted under Companies Act, 1956 should be laid simultaneously to enable the Members of Parliament to get a complete picture of the working and activities of the Corporations/Companies. And if for any reasons the Annual Report and Audited Accounts of an Corporations/Companies cannot be laid within nine months after the closure of the Accounting Year, the concerned Ministry should lay a Statement explaining the reasons for not laying the Reports within 30 days from the expiry of the period of nine months and if the House is not in Session at that time, the statement should be laid on the Table within seven days of re-assembly of the House. However, the Committee is disappointed to note that the Ministry of Railways did not comply with the requirement of laying of the documents of Bharat Wagon and Engineering Company Ltd. Patna for the years 2013-14 and 2014-15 within the stipulated time frame years and the documents of the Company for these were laid on the Table of the House on 03.08.2015 and 16.03.2016 with delays of 07 months and 2 <sup>1/2</sup> months respectively. The statements indicating reasons for delays for these years as referred to in para 3 of the report were also not laid on the Table of the House. The Committee hope that the Ministry of

**Railways have taken note of the above recommendations of Committee for compliance, if a need arises in future.**

**19. While examining the reasons for delay of 7 months and 2 ½ months in laying of the documents of the Company for the years 2013-2014 and 2014-2015 respectively, the Committee note that the Company took 5 months for each of the aforesaid year at the stage of compilation of Annual Accounts of the Company as against 03 months recommended by the Committee for the purpose. Further, the Company took 03 months for the year 2013-2014 and more than 03 months for the year 2014-2015 in the process getting approval of the documents from the competent Authority, translating in Hindi Version, the work related to printing thereof and sending the same to the Ministry for laying them on the Table of the House. The Committee also note that it is a sick Company under the Board of Industrial and Financial Reconstruction(BIFR) and there is shortage of manpower at all levels including Finance and Accounts. The Company does not have full time Director on it Board. Director from the Ministry of Railways has been assigned the work of this unit as additional charge. Computerization for speedy and timely compilation of Annual Accounts has not been introduced as yet. The Committee feel that though the Company is facing a lot of problems, yet, time limit of 09 months is enough for laying of the documents on the Table of the House. The Committee, therefore, urge that the Ministry and the Company keep a constant vigil on the progress of the work in finalization of the documents to ensure that documents of the Company are laid on the Table of the House within the stipulated time in future. The Committee would like to be informed about the concrete measures taken in this regard.**

**20. The Committee note with satisfaction that a detailed time schedule indicating target dates for completion of each stage of the finalisation of the documents to laying them on the Table of the House has been drawn up by the Ministry. The officials of the**

Company have also been instructed to adhere to the schedule. The matter for early furnishing of Audit Report has also been taken with C&AG. The Committee note that due to remedial measures taken by the Company and as per assurance given by the Secretary of the Ministry for timely laying of the documents of Company, the Annual Report and Audited Accounts of the Company for the year 2015-2016 has been laid on the Table of the House within stipulated time. While appreciating timely laying of the documents of the Company for the year 2015-16, the Committee expect from the Ministry to strictly adhere to the time schedule ensuring that the documents of the Company for succeeding years are regularly laid well within time frame.

New Delhi  
12 January, 2018  
22 Pausa, 1939 (Saka)

Chandrakant B. Khaire  
Chairperson  
Committee on Papers Laid on the Table

**Annexure-I**  
**vide para 04 of the Report**

**Statement showing the dates of laying of the Annual Reports and Audited Accounts of  
the Bharat Wagon & Engineering Company Limited (BWEL)**

Year	Date by which Papers are required to be laid	Date of laying of Annual Reports and Audited Accounts	Extent of delay
2013-2014	31.12.2014	03.08.2015	07 months
2014-2015	31.12.2015	16.03.2016	2 <sup>1/2</sup> months
2015-2016	31.12.2016	07.12.2016	No delay

**Annexure-II**  
**vide para 05 of the Report**

**The chronological sequence in respect of finalization of Annual Reports and Audited Accounts of the Bharat Wagon & Engineering Company Limited (BWEL) for the year 2013-14 and 2014-15.**

	<b>2013-14</b>	<b>2014-15</b>
The date on which the C&AG approached the auditors for auditing the Accounts and date of their appointment.	08.08.2013	31.07.2014
Time taken in Appointment after closure of F/Y	-	-
The date of compilation of Annual Accounts of the Company	August, 2014	August, 2015
Time taken after closure of F/Y	05 Months	05 Months
The date on which the annual accounts of the Company were submitted to Auditors for final auditing	11.10.2014	15.09.2015
Time taken after compilation of Accounts	1 Months 11 days	15 days
The date and duration for auditing the annual accounts of the company by auditors;	03.11.2014 to 14.11.2014	15.09.2015 to 22.09.2015
The date and duration queries raised by auditor auditing the annual accounts of the company by auditors;	11.11.2014 and 14.11.2014	Did not raise any queries
The date on which the replies to the audit queries was finished to the Auditors;	14.11.2014	Did not raise any queries
The date on which draft Audit Report was issued by Audit Authorities;	18.11.2014	23.09.2015
Time taken after auditing of Annual Accounts	7 days	8 days
The date on which the final Audit Report received by company	10.12.2014	23.09.2015
The Time taken after issued of Annual Report	2 days	-
The date of finalization of Annual Report	23.12.2014	29.09.2015
Time taken after receipt of final Audit Report	13 days	-
The date on which documents were got approved from the Competent Authority	23.12.2014	29.09.2015
Time taken after finalization of Annual Report	-	-

<p>The date on which documents were taken up for translation &amp; printing and the time taken for completing the task;</p> <p>Translated work started/Time taken after finalization of Annual Report</p> <p>Document sent for Printed completed/Time taken after translation</p>	<p>30.12.2014 (7 days)</p> <p>16.01.2015 (16 days)</p>	<p>10.10.2015 (11 days)</p> <p>07.11.2015 (28 days)</p>
<p>The date on which documents were sent to the Ministry for being laid in the House;</p> <p>Time taken after documents sent to Printing section</p> <p>Delay statement has been received by the Ministry</p> <p>Time taken after received of document from the company</p>	<p>10.03.2015</p> <p>1 Months 5 days</p> <p>29.04.2015</p> <p>1 Months 19 days</p>	<p>07.01.2016</p>
<p>The date of laying of the documents on the Table on the House.</p> <p>Time taken by the Ministry after receipt of the Annual Report and Audited Account</p>	<p>03.08.2015</p> <p>3 Months 4 days</p>	<p>16.03.2016</p> <p>2 Months 9 days</p>

**EXTRACTS OF THE MINUTES OF THE SITTING OF THE**  
**COMMITTEE ON PAPERS LAID ON THE TABLE HELD ON 24 MAY, 2016**

The Committee sat on Tuesday, 24 May, 2016 from 15:00 hrs to 16:15 hrs. in Committee Room '62', Parliament House, New Delhi.

## PRESENT

Shri Chandrakant Khaire - **Chairperson**

## MEMBERS

2. Shri Choudhury Mohan Jatua
3. Shrimati Mausam Noor
4. Shri Sanjaykaka Ramchandra Patil
5. Shri Bishnupada Ray
6. Shri P.R. Sundaram

**SECRETARIAT**

1. Shri U.B.S. Negi - Joint Secretary
2. Smt. Maya Lingi - Additional Director

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## REPRESENTATIVES OF THE MINISTRY OF RAILWAYS

1. Shri Hemant Kumar Member Mechanical  
(Ex-officio Secretary to Government  
of India)

**REPRESENTATIVES OF THE BHARAT WAGON AND ENGINEERING  
COMPANY LIMITED, PATNA**

- |    |                       |                               |
|----|-----------------------|-------------------------------|
| 1. | Shri A. P. Dwivedi    | Executive Director/PSU & HS   |
| 2. | Shri Ravinder Gupta   | Executive Director/ME/Proj.   |
| 3. | Shri Mahesh Kumar Roy | Dy. Chief Mechanical Engineer |

At the outset, the Hon'ble Chairperson welcomed the Members to the sitting of the Committee.

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6. The representatives of the Ministry of Railways and the Bharat Wagon and Engineering Company Ltd. were then ushered in.

7. The Chairperson welcomed the representatives of the Ministry and the Company to the sitting of the Committee and explained to them that the meeting has been called to discuss the reasons for delays in laying of the Annual Reports and Audited Accounts of the company.

8. The representative of the Ministry during evidence submitted before the Committee that Bharat Wagon and Engineering Company Limited was incorporated and formed in December 1978 with a view to take-over the two estates, namely Arthur Butler and Company Ltd., Muzaffarpur and Britanica Engineering Works Company Ltd., Mokama. It was taken over by the Ministry of Railways in the year 2008. It is a sick company under Board for Industrial and Financial Reconstruction (BIFR). The Ministry of Railways is making sincere efforts to revive the Company. As regards laying of the documents of the Company for the year 2013-2014, the representative of the Ministry apprised the Committee elaborately that the auditors were appointed in time. The Annual Accounts were compiled by August and submitted to Auditors on 11.10.2014. After auditing the Annual Accounts from 3.11.2014 to 11.11.2014, draft Audit Report and then final Audit Report was received on 18.11.2014 and 10.12.2014 respectively. The Annual Report was finalized on 23.12.2014 and documents (both Annual Report and Audited Accounts) were approved by the Competent Authority on the same day. The Company further took two months in the process of translation and printing the documents and the same were sent to the Ministry on 10.3.2015. However, on scrutiny, it was found that replies to some of the queries have not been furnished by the Company which were required by the Ministry. The Company took some more time to furnish the replies as desired by the Ministry. In the meantime, Budget session was got



over. Therefore, the documents were laid on the Table of the House only on 03.08.2015. As regard delay for the year 2014-2015, the Annual Accounts were finalized on 15.9.2015 and the Annual Accounts were audited from 15.09.2015 to 22.09.2015. No query was raised by the auditors. The draft Audit Report and Final Audit Report was received on 23.9.2015. The Annual Report was finalized on 29.09.2015 and the documents (both Annual Report and Audited Accounts) were approved by the Competent Authority on the same day. The work related to translation and printing of the documents was done during the period from 10.10.2015 to 17.11.2015. The documents were sent to the Ministry on 07.01.2016 and the same were laid on the Table of the House on 16.03.2016. Further, explaining the reasons for delay in laying of the documents, the representative submitted to the Committee that the Company is a sick unit under Board for Industrial & Financial Reconstruction (BIFR) since many years. There is shortage of administrative officials. Efforts are being made to revive the Company. It was further submitted that schedule for completion of various activities involved in financial accounts is drawn in advance by the Company and Executives/Staff are instructed to adhere to schedule and regular follow up is carried out to ensure timely completion of activities.

They further stated that CAG would be impressed upon to finalize their comments within 15 days on submission of the Accounts by the Company. Efforts shall also be made to reduce the time involved in translation and printing of reports.

9. Thereafter, the Hon'ble Chairperson thanked the representatives of the Ministry and the Company for useful discussion - in connection with examination of the subject.

The witnesses then withdrew.

10. A copy of the verbatim proceedings of the sitting of the Committee has been kept on record.

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**The Committee then adjourned.**

**EXTRACTS OF THE MINUTES OF THE SITTING OF THE  
COMMITTEE ON PAPERS LAID ON THE TABLE HELD ON 12.01.2018**

The Committee sat on Friday, 12 January, 2018 from 1100 hrs to 12:30 hrs.  
in Committee Room No.-3, Parliament House Annexe Extn. Building, New Delhi.

**PRESENT**

Shri Chandrakant Khaire    -    **Chairperson**

**MEMBERS**

2.    Shri Dushyant Chautala
3.    Smt. Veena Devi
4.    Shri P.C. Gaddigoudar
5.    Shri Choudhury Mohan Jatua
6.    Shri B. B. Patil
7.    Shri Bishnu Pada Ray
8.    Shri P.R. Sundaram

**SECRETARIAT**

- |    |                       |   |                     |
|----|-----------------------|---|---------------------|
| 1. | Dr. Preeti Srivastava | - | Joint Secretary     |
| 2. | Smt. Rita Jailkhani   | - | Director            |
| 3. | Smt. Maya Lingi       | - | Additional Director |

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2.    At the outset, Chairperson welcomed the Members to the sitting of the Committee.

3.    Thereafter, the Committee took up for consideration the draft Eighteenth Report regarding delay in laying of the Annual Reports and Audited Accounts of the Bharat Wagon Corporation Ltd., Patna.

4. After deliberations, the Committee adopted the Report without modifications.
5. The Committee authorized the Hon'ble Chairperson to present the same to the Parliament during the ensuing session.

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**The Committee then adjourned.**