

CHAPTER V: MINISTRY OF URBAN AFFAIRS AND EMPLOYMENT

5.1 Functioning of Land and Development Office

Highlights

Despite recommendations of the Public Accounts Committee in September 1989, and assurance by the Ministry to the PAC, documentation of properties continued to be a serious weakness impairing effective functioning of L&DO³. Deficiencies in key control registers precluded estimation of substantial revenue loss and underscored the constraint in systematic verification of correctness of assessment, recovery of dues, revision of rent, etc.

Sample checks disclosed accumulation of arrears of ground rent and loss either due to irregular or non-revision of ground rent aggregating Rs 24.96 crore.

In 19 cases test-checked, lack of effective pursuance by L&DO resulted in non-recovery of Rs 74.77 crore on account of breaches by various lessees.

Improper system of assessment and deficient documentation hampered collection of dues in cases of breaches and mis-use of properties. Rs 94.06 crore demanded by L&DO in 122 cases, test checked, had not been recovered till November 1998.

Rs 9.60 crore had not been recovered from educational, social and cultural institutions, who violated terms of concessional lease.

Unauthorised occupation by squatters of Government land, measuring 100 acre, valued at Rs 930 crore further highlighted the ineffectiveness of L&DO in checking encroachment.

Lack of effective enforcement was noticed in 38 cases awaiting eviction by the Court of the Estate Officer. In addition, 551 legal cases in different Courts were pending.

³ Land and Development Office

Overlapping control of L&DO and DDA/MCD had led to encroachment of Government land measuring 1590.494 acre and unauthorised auction of land 1073 sq meter.

5.1.1 Introduction

The Land and Development Office under Ministry of Urban Affairs and Employment is the superlessor in charge of about 60,000 properties consisting of 20,000 hectare of land of different types of the Central Government in Delhi. Out of this 3147 are Nazul² and perpetual leases of land and remaining are rehabilitation³ leases transferred from the Department of Rehabilitation. The administrative functions of L&DO include:-

- Maintenance of records of all Nazul and Rehabilitation leases and their administration and management thereof;
- Allotment of land to various government/semi government departments and various political, social, cultural, educational and religious institutions;
- Recovery of all government dues and maintenance of all receipts and refunds in respect of land under its control;
- Eviction of squatters of government land and recovery of damages under Public Premises (Eviction of Unauthorised Occupants) Act, 1971 in respect of lands under its control.

5.1.2. Organisational set up

The Land and Development Office is a subordinate office under Ministry of Urban Affairs and Employment. It is headed by Land and Development Officer who is assisted by Deputy Land and Development Officers, Assistant Settlement Commissioner, Vigilance-cum-Legal Officer, Estate Officer, Engineer Officer, Public Relation Officer, Accounts Officer and Administrative Officer, etc.

5.1.3 Scope of audit

The management (of lease) functions of L&DO in respect of ground rent, its revision, allotment of land, removal of squatters, settlement of court cases and management of vacant land, etc. were reviewed during July-October 1998.

² land acquired under the land acquisition act by the government for the formation of capital of Delhi/New Delhi under the Government Notification from 1911 onwards.

³ land acquired by the Government for the speedy rehabilitation of displaced persons from Pakistan granted by L& DO and the Regional Settlement Commissioner in Delhi/New Delhi

5.1.4 Constraints in carrying out the audit

Well-managed documentation is the basis for ensuring public accountability. It is fundamental to good governance and underpins administrative arrangements. This is significantly absent in the functioning of L&DO.

Following an earlier audit review of the functioning of the L&DO, which appeared in the Report of the Comptroller & Auditor General of India (Civil), Union Government for 1986-87, the Public Accounts Committee in September 1989 had expressed concern regarding improper maintenance of land records, which had caused substantial loss of revenue. The Committee had recommended that the Ministry needed to draw up an appropriate action plan and schedule of implementation for improvement of documentation. In the Action Taken Note the Ministry had assured the Public Accounts Committee that it would update the basic records within a time bound period.

Examination of documents disclosed that the Ministry did not translate its assurance to the Public Account Committee into action. Key control registers were not maintained in the prescribed manner as is evident from the following:

Sl. No.	Name of Register	Purpose	
1.	Ground Rent Register	To watch the recovery of ground rent due, including arrears with next date of revision to be indicated in red ink.	This register was not maintained since 1984-85. Failure to maintain it resulted in non-assessment of total ground rent due, amount recovered and those in arrears.
2.	Squatter Register	To record the squatting noticed during survey of government lands.	Incomplete maintenance of this register precluded systematic evidence on squatters.
3.	Register of Damages	To maintain records of damage charges levied and received under Public Premises (eviction of unauthorised occupants) Act, 1971.	This register was not maintained since 1984-85, resulting in failure to watch the recovery of damage charges due, amount recovered and those in arrears.
4.	Register of Transfers	To keep consolidated record of transfer of leased properties.	The details of transfers were not available.
5.	Register of Miscellaneous Recoveries	To watch recoveries on account of temporary allotment of lands.	This register was also not maintained since 1984-85 and this resulted in non availability of recoveries due, amount recovered and those in arrears.

Sl. No.	Name of Register	Purpose	
6.	Register of Valuables	To watch the receipt and disposal of cheques/demand drafts etc.	Incomplete maintenance of the register delayed the reconciliation of revenue receipts and their accounting.

In the absence of a systematic documentation, the scope of audit was limited to test check of individual case records. Besides, this also posed a constraint in verification of the accuracy of statistical information furnished by the L&DO in respect of different categories of lessees, defaulters, encroachers, etc.

5.1.5 Ground rent

Ground rent is an annual charge levied at the prescribed rates with reference to the amount of premium i.e. one time payment at the time of allotment, initially paid at the time of allotment.

The ground rent is payable in two half yearly instalments in advance on 15 January and 15 July each year or annually on the first April of each year.

Ground rent in the case of Nazul Properties was recoverable @ 2.5 per cent of the premium calculated at full market rates/per annum for premises used for remunerative⁴ purposes and 5 per cent of the premium as determined by the Government for those used for unremunerative purposes⁵. In the case of rehabilitation leases the ground rent is nominal i.e. @ Re 1 per 100 square yard or fraction thereof and can be revised @ 2.1/2 of the value of the land at the time of second sale/assignment and thereafter, at the end of each successive period of not less than 30 years.

Ground rent registers were not maintained.

Since the ground rent registers containing details of property by L&DO block-wise and plot-wise, giving municipal house numbers, were not maintained since 1984-85, the amount of ground rent due, the amount recovered there-against and arrears could not be ascertained. The L&DO was not aware of the amount of ground rent recoverable at any point of time. It could, thus, be concluded that the administration of L&DO for ground rent fixation, recovery and procedure for realisation was adhoc and lacked transparency and completeness. The Ministry stated in February 1999 that the Ground Rent Registers were being completed.

⁴ Remunerative purposes such as offices, shopping centres, water supply, drainage, etc.

⁵ Unremunerative purposes such as schools, hospital, maternity centre, community centres, libraries, public conveniences, etc.

5.1.5.1 Revision of ground rent

5.1.5.1.1 Nazul properties

The Nazul leases administered by L&DO provide for revision of ground rent at the end of each successive period of not less than 30 years at the option of the lessor provided that ground rent fixed at each enhancement is not to exceed one third of the letting value on the date of enhancement assessed by the Deputy Commissioner.

Revision of ground rent had not been carried out in 2013 Nazul Properties.

Out of 3147 Nazul properties, the revision of ground rent were due in 2013 cases as on 31 March 1998, which became due for revision during 1951-1998. The position of 800 cases test checked is given below:-

Period when due for revision	No. of cases
1951 to 1960	2
1961 to 1970	69
1971 to 1980	108
1981 to 1990	509
1991 to 1998	112
Total	800

Although complaints for revision of ground rent as per provision of the lease deeds were filed with Deputy Commissioner but no final decision could be taken. In December 1983, the Ministry decided that revision of ground rent pending decision of the court should be claimed by L&DO on the basis of letting out value of the sites, as noted in the municipal records for house tax purposes. Ministry further directed L&DO to ensure that complaints were filed/revised in all such cases within a maximum period of six months. L&DO failed to get complaints filed by the branch officers on the plea that no such revision was to be made and claimed by L&DO, as the Ministry had not delegated the powers of the Collector of Delhi to them for claiming the revised ground rent despite their clarification issued to them in 1986 and 1988, In September 1996, Ministry decided to hold in abeyance their order of August 1996, wherein it was instructed to revise the ground rent not exceeding 50 per cent or 100 per cent in all such cases where the revision had fallen due.

L&DO referred 1732 cases from 1959 onwards to the Deputy Commissioner Delhi for revision of ground rent of Nazul properties. The Deputy Commissioner had not communicated his decision as of February 1999.

It would be seen that the system of reference of cases to the Deputy Commissioner for revision of ground rent has been the principal constraint for Land and Development Office to revise the ground rent. It is desirable that Government amends the provisions of the Act/Rules, as the case may be, to set up land revenue administration system within the departments in metropolitan like Delhi, where large number of properties are managed by the designated departments.

The deadlock about the procedure and absence of any time-frame for decision and accountability therefore has led to non-revision of ground rent for upto 40 years and unspecified amount of substantial loss of revenue to the Government.

5.1.5.1.2 Rehabilitation properties

Similarly ground rent in the case of rehabilitation properties which are leased for 99 years becomes due for revision after 20 years of entering the lease. The ground rent is the sum equivalent to the interest on the cost of land at the government borrowing rate prevailing on the date of lease. For remaining period of lease, the ground rent is the sum equivalent to the interest on the market value of land calculated at government borrowing rate on the 1 April of the 21st year of lease. Interest was also to be charged for delayed payments of ground rent at the rates fixed by the Government from time to time.

Sample checks disclosed that in respect of 1962 properties, revision of ground rent was due since 1983 which had not been revised, resulting in loss of revenue to the Government. The quantum of revenue loss could not be ascertained in the absence of proper documentation. Ministry stated in February 1999 that in 817 properties, final orders for revision of ground rent had been issued. The audit could not ascertain the promptness and correctness of the revised ground rent, as details in respect of the cases were not made available.

Revision was not done since 1983 in respect of 1962 Rehabilitation properties.

5.1.5.1.3 Temporary leases

Temporary allotment of land in respect of petrol pumps, fuel depots, temporary shops, offices, bathing ghats, parks, play ground, etc., is made for a period of five years at a stretch or till the expiry of the period of less than five years, for which prescribed rates are available. However temporary leases are generally extended on a year to year basis and the ground rent is demanded at the time of extension of lease.

Sample check of 62 such allotments made during the years 1939 to 1984 disclosed that revision of ground rent was due three to 12 times as under, but was not effected as of July 1998:

Years	Cases	Number of times
1939-44	1	12
1950-54	5	9
1955-59	3	8
1960-64	19	7
1965-69	11	6
1970-74	6	5
1975-79	5	4
1980-84	12	3
Total	62	-

Rs 3.50 crore demanded in these 62 cases from time to time on the basis of pre-revised rates of ground rent had also not been recovered as of July 1998.

Recoveries of Rs 3.50 crore from 62 temporary allottees were not effected.

Such delays in revision and realisation even at the old rates pointed to all round inefficiency and lack of effective enforcement. The Ministry stated, in February 1999 that efforts were being made to update and recover the pending dues.

5.1.5.1.4 Petrol pumps

The Land and Development Office allotted land to oil companies for filling cum service stations. There were 75 such petrol pumps on temporary lease basis at the end of March 1998. The L&DO was required to fix the lease rent for the land at $2\frac{1}{2}$ per cent of the premium determined for the year in which the ground rent was fixed plus a percentage of the premium at prevailing bank rate. The ground rent to be realised on this principle was to be revised every five years.

Revision of ground rent due to be revised every five years since 1962 was done only once in 1979.

Since the principle was enunciated in 1962 and the ground at $6\frac{1}{2}$ per cent of premium of the land determined at 1962 price, constituting $2\frac{1}{2}$ per cent plus 4 per cent at the prevailing bank rate, it was incumbent upon the L&DO to revise the ground rent in 1967 and every five year thereafter. The L&DO did not follow its own guidelines in respect of either the periodicity of revision or rate at which the ground rent was to be determined.

The first revision took place 17 years after 1962 i.e. in 1979. Even in this, instead of charging the ground rent at $11\frac{1}{2}$ per cent representing $2\frac{1}{2}$ per cent of the land premium rate of 1977 plus 9 per cent of the premium at the prevailing bank rate, L&DO fixed it again at $6\frac{1}{2}$ per cent only.

Next revision took place in 1986 in which the L&DO fixed the ground rent again at $12\frac{1}{2}$ per cent only. Since then no revision of ground rent had taken place.

The oil companies continued to pay the ground rent at the old rate of $6\frac{1}{2}$ per cent instead of $12\frac{1}{2}$ per cent fixed in 1986. L&DO could not enforce the recovery of ground rent at the rate of $12\frac{1}{2}$ per cent.

5.1.5.1.5 Irregular revision of ground rent

Temporary leases are extended from time to time generally on year to year basis and ground rent is demanded as and when the period of lease is extended. However, in violation of the provisions, Ministry extended the lease period for twenty years in the case of Delhi Golf Club and decided to revise the Ground rent every 20 years instead of five years as in the case of other clubs. This conferred undue benefit upon the club under the orders of the then Union Minister for Urban Affairs and Employment in June 1994.

Land & Development Office temporarily leased out a plot of land to Delhi Golf Club measuring 179 acre for the period from 8 November 1963 to 31 December 1990. With the expiry of lease terms, L & DO offered terms and conditions for renewal of lease on 6 November 1990 and automatic revision of ground rent after every five years. No effective action was taken by L&DO for revision. It was decided in April 1994 that Delhi Golf Club would pay 5% of Rs 39 lakh, the then prevailing institutional rate for the built up area of 2.08 acre and Rs 1000 per acre *per annum* for open green area of 176.92 acre. The ground rent and licence fees would be revised every five years with next revision on 1 January 1996. Ministry communicated the terms and conditions to L&DO in May 1994 and to the Delhi Golf Club in June 1994, stating therein that as per the policy guidelines of the Ministry, licence fee and ground rent rate were to be revised after every five years, as was being done in case of other sports clubs.

Arbitrary revision of ground rent in favour of Delhi Golf Club would result in loss of Rs 2.30 crore

However, the provision for revision of ground rent and licence fee after 5 years was arbitrarily revised to 20 years by the Ministry of Urban Affairs and Employment in June 1994 with approval of the Minister. The decision to revise the ground rent and licence fee, after every 20 years instead of every 5 years was contrary to the policy for clubs and put the public exchequer to a loss of Rs 2.30 crore by the end of 2010 as shown below:

Period	Institutional land rate fixed	Revised presumptive land rate	Difference (Column 3-2)	5% of Difference on ground rent payable	Covered area	Years	Total loss of ground rent. Col. (5x6x7) (Rupees)
1	2	3	4	5	6	7	8
1.1.91 to 31.12.95	Rs 39 lakh per acre per annum	Rate fixed for 5 years	NIL	NIL	2.08 acres	5	NIL
1.1.96 to 31.12.2000	-do-	Rs 80 lakh (to be revised after 5 yrs.	41,00,000	2,05,000	2.08 acres	5	21,32,000
1.1.2001 to 31.12.2005	-do-	Rs 160 lakh (revised on the basis of revised rates from 1.1.91 to 31.12.95 i.e. double the rates)	1,21,00,000	6,05,000	2.08 acres	5	62,92,000
1.1.2006 to 31.12.2010	-do-	Rs 320 lakh (revised on the basis of rates revised from 1.1.91 to 31.12.95 i.e. double the rates)	2,81,00,000	14,05,000	2.08 acres	5	1,46,12,000
					Total		2,30,36,000

5.1.5.1.6. Outstanding recovery of ground rent

Ground rent of Nazul leases is to be revised after a period of 30 years or earlier in the event of resale, additional construction, change and use of property, letting of property on hire and occupation of additional land, etc.

Revised ground rent of Rs 19.16 crore in 92 properties was not recovered

Test check of 766 properties revealed that in 92 cases, although ground rent was revised, damages levied and demand notices were issued between August 1985 and December 1997, yet Rs 19.16 crore had not been recovered by the L&DO as of February 1999.

The Ministry stated in February 1999, that after the issue of demand notice, the lessee is responsible to pay the outstanding dues. In case the lessee fails to pay the dues within the stipulated period, he is liable to pay interest on government dues. Since the government dues are recoverable with interest, no loss is caused to the government.

The stand of the Ministry is against the cannons of sound administrative management. If this argument of the Ministry is accepted that the lessees anyway pay the interest on the overdue amount, others would get an idea to retain the dues indefinitely.

5.1.5.2 Failure to recover Rs 74.77 crore on account of breaches, etc.

In case the lessee does not remove breaches viz. change of land use or un-authorized construction after the receipt of notice, action should be taken to re-enter upon the property with forfeiture of lease rights.

Rs 74.77 crore was recoverable from cinemas, hotels, presses and clubs on account of breaches.

Scrutiny of records revealed that in 19 cases of hotels, presses, clubs, cinemas and petrol pumps, show cause notices were issued in ten cases but in other cases no action was taken for re-entering the properties for default in payments on account of damages/misuse/un-authorized occupation of lands, premium, ground rent, licence fee and interest aggregating Rs 74.77 crore (**Annex 'A'**) pertaining to the periods between 1955 and 1998 which were outstanding as of May 1998. L& DO failed to take action to re-enter upon the properties and for eviction of the properties from the defaulters under Public Premises (Eviction of Un-authorized Occupants) Act 1971. The Ministry stated in February 1999 that action was being taken to recover the amount.

The establishments which had breached the terms of lease included Bharat Hotel, Taj Palace, Le-Meridien, Samrat, Rajdoot, Ashoka Hotel, Sangam and Alankar Cinemas, Delhi Race course and Delhi Gymkhana Club, National Herald, Daily Pratap, Daily Taj and Gulab Printers Presses.

5.1.5.2.1 Outstanding dues of Rs 94.06 crore on account of breaches - shortcomings in documentation of records.

Departmental instructions envisage annual inspection of all lands/ properties to identify breaches of lease conditions, if any. Further, as per instructions,

ledgers for leased properties to keep an account of recovery of ground rent, additional charges, damages, etc. were to be maintained and all demand notices and terms communicated to the lessees by the L&DO were required to be noted in the concerned ledgers, but the L&DO flouted the departmental instructions and failed to maintain information in the prescribed records as no consolidated record showing the total number of inspections held, breaches detected, cases in which notices issued, amount assessed for recovery and outstanding, etc. was kept.

Rs 94.06 crore was not recovered on account of damages, breaches in 122 cases.

There was no proper system of assessing the dues from the lessees, watch the collection of dues under various categories, preparation of defaulter lists, periodical inspection of property and timely sending of demand notices to the lessees. The department failed to initiate the process of collection of dues on its own and took action against the misuse or violation only, when some lessees approached the department for sale permission, mutation, substitution, temporary or permanent change of purpose of the lease, etc. Lack of effective control and monitoring mechanism, through which cases can be pursued had led to huge accumulation of arrears of Government dues of Rs 94.06 crore as detailed in **Annex 'B'** towards premium, ground rent, damage charges, etc., covering the period from February 1972 to November 1998 in 122 cases test checked. Most of properties, where breaches occurred were in the prime locations.

The Ministry stated in February 1999 that they had taken up the cases by issuing demand notices.

5.1.5.3 Violation of terms of allotment

The L&DO had allotted land to a large number of educational, social, cultural and religious institutions for construction of buildings at concessional rates as decided by the ministry for different zones from time to time. The ground rent was recovered @2.5 per cent/5 per cent of the premium for sponsored and aided/funded institutions. The premium fixed for the period from 1 April 1994 onwards for aided educational institutions and charitable institutions was Rs five lakh per acre i.e. about Rs 123.50 per square meter as one time payment plus 5 per cent as annual ground rent thereof. It was 2.5 per cent of the premium in the case of sponsored and fully aided/funded institutions engaged in charitable or cultural activities as against the normal rate of Rs 1800 to 16800 per square meter in the case of residential purpose and Rs 3600 to 50400 per square meter in the case of commercial use.

L&DO neither maintained any consolidated record for allotment of land to such institutions, nor the prescribed registers. Three institutions, to whom such allotment were made, violated the terms and conditions of allotment as detailed below:-

Sl. No	Name of Institution	Location	Area	Type of breach	Demand notice issued in	Period of recovery / breach	Amount of damages/ misuse including penalty etc. demanded as upto March 1998 (Rupees in crore)	Action if any taken on reentry/ eviction
1	Bhartiya Kala Kendra	Feroz Shah Road	1.71 acre	Sub-letting of premises to Kathak Kendra, Waste Land Development & Hospital Consultancy Services Corp.	May 1993	01.01.70 to 14.05.93	1.02	No such action was taken till February 1999.
2	Shri Ram Centre for Arts (Indian National Theatre)	J Point College Road Mandi House	0.603 acre	Unauthorised construction, renting of premises to Central Provident Fund Commissioner, canteen cum book stall, hiring of Auditorium etc.	March 1997	15.01.75 to 15.08.97	0.71	-do-
3	Indian Council of World Affairs	Sapru House Barakamba Road	1.996 acre	Sub-letting of premises to Defence Studies and Analysis, Children Film Society, Economic & Scientific Research Foundation-Mezzanine Floor, Agency of Museum, Press Institute of India, Federation of Indian Exports, Birla Institute of Scientific Research, Maharaja Ranjit Singh Trust, DSE Communication, Rajasthan Bank Financial Services Ltd., Canteen, wooden khokha of Shri Shivender Rai Prince.	September 1997	15.07.76 to 31.3.98	9.12	Premises re-entered from 4.9.96 and on representation from ICWA, L&DO offered terms in Sept. 97 for withdrawal of re-entry. Action for eviction under PPE Act not taken as of Feb. 1999.
Total							10.85	

Rs 9.60 crore remained to be recovered from cultural institutions.

Though demand for Rs 10.85 crore on account of misuse/damage charges were raised against these institutions, no follow up action was taken by L&DO to recover the dues. The Ministry stated in February 1999 that Rs 1.05 crore in the case of Bhartiya Kala Kendra upto December 1997 and Rs 0.20 crore up to April 1997 in the case of Shri Ram Centre for Arts had been recovered and action was being taken to recover the balance amount of Rs 9.60 crore.

5.1.5.3.1 Squatting on and encroachment of vacant lands.

Departmental instructions provide for survey of Government land twice a year and to record the squatting in squatter register maintained by L&DO, area wise. The surveys were conducted only thrice in eight years in 1990, 1995 and

in 1998, but the squatter registers were not maintained with the result the damage charges could not be ascertained.

As per survey conducted by L&DO in 1998, vacant land of about 100 acre valuing Rs 930 crore was under encroachment of 96 Jhuggi Jhopri clusters having about fifteen thousand Jhuggies. Of these, 43 clusters as detailed below were in important and high value land covering an area of 59 acre.

No. of clusters	Prime location	Area in acre
11	Gole Market	11.375
2	Ranjit Singh Flyover	3.25
2	Rouse Avenue	4.574
3	Majnu-ka-tilla	12.25
3	Nehru Nagar	3.60
2	Srinivas Puri	2.303
5	Lodhi Road	7.003
4	Andrews Ganj	1.615
4	East Kidwai Nagar	3.704
4	R.K. Puram	2.563
2	Timar Pur	5.00
1	Chankya Puri	1.50
43	Total	58.737

Further 2.746 acre of government land (Lawns, District Park and Shopping Centers) valuing about Rs 35.21 crore was occupied by 45 squatters and being used for commercial purposes since 1959 onwards. L&DO has not been able to evict them and recover the damages.

5.1.5.3.2 Cases pending with the Estate Officer

The Estate Officer in the office of L&DO acts as semi-judicial officer to start proceedings under the Public Premises (Eviction of Un-authorized Occupants) Act 1971 for eviction and other works related to these proceedings such as issue of summons to witness, service of notices, pursue the proceedings, passing of orders and realisation of damages. The Estate Officer failed to perform his duties as Judicial Officer by not taking action in 186 cases of unauthorised squatters which are pending with him up to 30 years or more.

Unauthorised squatters	No of cases
Above 30 years	1
Above 25 but less than 30 years	5
Above 20 but less than 25 years	16
Above 15 but less than 20 years	56
Above 10 but less than 15 years	86
Above 5 but less than 10 years	22
Total	186

Delayed action for a long period had not only given encouragement to mushrooming of the squatters but also allowed the Government land worth crore of rupees to be occupied by the unauthorised squatters.

5.1.5.4 Delay in settlement of court cases

551 court cases were pending in the different courts as of November 1998. The age-wise break up of these cases was as under:-

Period	Supreme Court	High court	Lower courts	Consumer dispute redressal forum	Total
25 to 30 years	-	5	-	-	5
20 to 25 years	-	27	2	-	29
15 to 20 years	1	10	10	-	21
10 to 15 years	1	49	17	-	67
5 to 10 years	2	61	86	-	149
Up to 5 years	4	132	142	2	280
Total	8	284	257	2	551

All these cases had been filed by the lessee and stay orders obtained against (a) notices of re-entry issued by the L&DO for breaches of lease conditions, (b) orders for removal of encroachment/un-authorized occupation and (c) conversion charges for more intensive uses of land decided by L&DO, etc.

5.1.5.5 Delay in auction of shops

The shopping centres comprising of 309 shops/stalls/platforms/fuel depots(FD)/kiosk as detailed below were constructed by CPWD in seven Government colonies and handed over to L&DO:-

Shopping centers	Location	No. of Shops/Stalls	Auctioned/ Allotted	Balance vacant
1.	Lodhi Road Complex	Shops-12 Stalls-19	5 -	7 19
2.	Mohammad pur	Shops-7	-	7
3.	Baba Kharag Singh Marg	Shops-10 Stalls-9 Platform-7	8 - -	2 9 7
4.	Hanuman Road	Shops-3 Stalls-9	1 -	2 9
5(a).	MB Road, Sector 1	Shops-17 Stalls-19 Kiosk-1 F.D.-3	17 - - -	- 19 1 3
5(b)	-do - Sector 3	Shops-48 Stalls-36	- -	48 36
5(c)	-do- Sector 3(A)	Shops-3 Stalls-7 FD-2	3 - -	- 7 2
5(d)	-do- Sector 3(B)	Shops-3 Stalls-5	3 -	- 5
5(e)	-do- Sector 4	Shops-13 Stalls-9	- -	13 9

5(f)	-do- Sector 5	Shops 15 Stalls 15	15 -	- 15
6.	Pragati Vihar Hostel	Shops-5 Stalls-8 open platform-10	- - -	5 8 10
7.	Sadiq Nagar	Shops-7 Stalls-6 Kiosk-1	5 6 1	2 - -
	Total	309	64	245

Out of 309 shops/stalls/kiosk/platform/fuel depots taken over by L&DO during 1983 onwards, 245 were not disposed off till July 1998, as the auctions conducted by the L&DO had proved unsuccessful. Ministry of Urban Affairs and Employment decided in December 1996 to allot these shops on licence fees basis, through open tender and directed L&DO to place these shops at the disposal of Directorate of Estate. Even then the shops/stalls/platforms/fuel depots were lying vacant till July 1998, resulting in loss of revenue to Government. The loss of revenue for 62 shops alone constructed during 1981-83 in Lodhi Road, Mohammadpur, Baba Kharag Singh Marg and Hanuman Road, for which data could be available, was Rs.1.01 crore

5.1.5.6 Mis-use of land transferred to Delhi Development Authority

The L&DO transferred 192 plots of Nazul land measuring 2613.402 acre for the purpose of development and maintenance as green areas in July 1974, August 1975 and October 1978, and for taking such steps as may be required to serve the said purpose subject to the condition that DDA was not to make, or cause or permit to be made, any construction on the said land and was when required to do so, replace the said land or any portion thereof, as may be so required, by the central government.

However, both Land and Development Office and Delhi Development Authority failed to develop and maintain almost entire land as green area and their failure in keeping vigil on the transferred land led to grabbing of land measuring 1590.494 acre by encroachers. It was revealed from the joint survey conducted in July 1992 that 75 plots of land measuring 1150.645 acre as detailed in **Annex 'C'(a&b)** had been fully/partly encroached by Jhuggi dwellers, coal depots, kabaris, temples, schools, etc., 22 plots of land measuring 1053.078 acre as indicated in **Annex 'C'(c)** were encroached upon by Government agencies viz. New Delhi Municipal Corporation, Delhi Administration, Municipal Corporation of Delhi, Delhi Electricity Supply Undertaking, Central public Works Department, etc., 11 plots of land measuring 219.369 acre as detailed in **Annex 'C'(d)** were utilised by DDA for purposes other than for green area in contravention of terms and conditions of transfer of land and 25 plots of land measuring 207.873 acre were utilized by L&DO for allotment to hotels, Indian Tourism Development Corporation, Hindustan Petroleum Corporation Limited, CPWD, Kendriya Vidyalaya Sanghatan, Delhi Administration etc. as detailed in **Annex 'C'(e)**.

Allotment of alternative plots to Jhuggi Jhopri holders was auctioned illegally and the bid amount of Rs 2.88 crore was also not realised by L&DO.

5.1.5.6.1 Unauthorised auction of government land by MCD.

Prime area measuring 15.117 acre between Ring Road and Satya Niketan was transferred free of cost to Chief Commissioner Delhi by the erstwhile Ministry of Works and Housing in August 1964 under Jhuggi Jhopri Scheme for carving and allotment of alternative plots to pre 1960 squatters. The slum wing of the MCD, which was having the possession, auctioned unauthorisedly 9 plots of land measuring 1073 square meter out of it to private parties in February 1995 and did not pass out the bid amount of Rs 2.88 crore to L&DO. The auction was stayed by Delhi High Court on the suit filed by the residents of adjoining areas. The decision of the court was awaited as of February 1999.

Sl. No.	Plot No.	Area in square meter	Name of the highest bidder
1	300	122.68	M/s Sthir Holdings Pvt. Ltd., 1005, Akashdeep Bldg., Barakhamba Road.
2	301	122.68	-do-
3	302	122.68	M/s Sawar Pvt. Ltd., 22/18, Sharam Marg, Chanakya Puri, New Delhi.
4	303	122.68	M/s Trident Projects Ltd., Greater Kailash-II Mkt. New Delhi
5	304	122.68	-do-
6	305	122.68	M/s Ganga Nath
7	306	122.68	-do-
8	307	122.68	M/s Arora Pvt., Ltd.,
9	308	92.00	M/s Prima Railings, Greater Kailash,, New Delhi
Total		1073.44	

5.1.5.6.2 Leasing out of land in the bed of river Yamuna

An area measuring 125.31 acre of land in Bela Bir Estate and about 30 acre from Crystel Ice Factory to Maha Kali Bhawan on the bank of the river Yamuna were transferred to DDA in May 1973 for extraction of sand and development of Yamuna river water front respectively. The terms and conditions provided that the sale proceeds of sand realised by DDA after deducting 12.5 per cent as departmental charges was to be paid to L&DO as ground rent. Sales proceeds had not been paid to L&DO by DDA till February 1999. The Ministry stated, in February 1999, that the matter has been taken up with the DDA and their reply was awaited.

5.1.5.7 Inordinate delay in settlement of re-entered cases

Where a breach of unauthorised construction/mis-use was noticed, a show-cause notice was to be served to remove the breaches within 30 days. In case of non-removal of breaches or non receipt of satisfactory communication, an action to re-enter upon the property is required to be taken. The plaint should also be filed after re-entering (forfeiture of lease rights) upon the property in the court of Estate Officer for eviction under Public Premises (Eviction of Unauthorised Occupants) Act 1971, in addition to recovery of Government dues including damage charges, etc.

Sale proceeds of sand on Yamuna land measuring 125.31 acres transferred to DDA 25 years ago has not been realised

**Plaints in 116 re-
entered cases were not
filed in the court of
Estate Officer.**

The Engineer Officer was responsible in detecting misuse and unauthorized construction and other breaches of lease terms and working out the damages/misuse charges. In case breaches were not removed and damage charges not recovered, it was his responsibility to see that such cases were re-entered upon and complaints in these cases were filed in the court of Estate Officer for eviction of unauthorised occupants and proceedings for eviction or recovery of damages are conducted. He failed to file complaints in the court of the Estate Officer in 116 cases out of 187 re-entered cases pertaining to the period 1964 onwards. The Ministry stated, in February 1999, that action was being taken to finalise the cases.

**Inordinate delay
ranging from 8 to 83
months in filing complaints
in the court of the
Estate Officer was
noticed.**

In 17 out of 18 re-entry cases test checked in Sunder Nagar, Jor Bagh, Golf Link, and Chankyapuri, the L&DO took 8 to 83 months in filing the complaints in court of the Estate Officer. Besides Government dues of Rs 11.78 crore as indicated in **Annex 'D'** was also not recovered.

The Ministry stated in February 1999 that some cases were sub-judice or pending with the Estate officer.

5.1.5.7.1 Eviction cases

**Actual eviction in
38 cases was
pending in last 22
years.**

There were 38 cases as detailed in **Annex 'E'** in which orders for eviction were passed by the Estate Officer between 1976 and 1992 but the actual eviction had not taken place till February 1999. Of these, 28 are 22 to 10 years old and 10 are eight to five years old. The Estate Officer failed to get the premises vacated under forcible eviction within the prescribed period of 30 days after passing eviction orders.

The Ministry stated, in February 1999, that they do not have demolition squad to comply with eviction orders. This argument is not tenable as Ministry could use the police assistance as is done by other revenue authorities.

Annex 'A'
(Refers to Paragraph 5.1.5.2)
Outstanding recovery of ground rent

(Rupees in crore)

Sl. No.	Name of Hotel	Location	Area (in acres)	Types of breaches	Demand Notice issued in	Premium (including interest)		Ground Rent (including interest)		Damages/ misuse charges (including interest)		Licence fee (including interest)		Payment made if any	Balance Amounts recoverable As upto Sep. 1997	Action if any on reentry/ eviction
1	2	3	4	5	6	7		8		9		10		11	12	13
HOTELS																
						Period of recovery	Amount	Period of recovery	Amount	Period of recovery	Amount	Period of recovery	Amount			
1.	Bharat Hotel	Barakhamba Road	6.0485	L&DO allotted land to NDMC for construction of 5 star hotel but they entered into agreement with Bharat hotel for construction of hotel.	September 1992 November 1996 May 1996	22.2.1981 to 16.9.1992	6.78	15.7.1995 to 14.7.1996 22.5.1981 to 31.3.1996	5.87 4.66	-	-	-	-	-	17.31	No such action was taken till February 1999
2.	Taj Palace	S.P.Marg	6.000	L&DO allotted land to DDA for construction of 5 star hotel but they entered into agreement with M/s Taj Palace for construction and commissioning of hotels.	-do-	20.7.1989 to 19.5.1998	6.97	-	-	4.3.81 to 9.4.85	0.96	10.4.85 to 14.7.98 10.4.85 to 9.5.98	3.47 2.32	-	13.72	Allotment cancelled on 4.3.81 but allotted afresh on 10.4.85
3.	La-Merdian	Raisina Road	4.290	L&DO allotted land to NDMC for construction of 5 star hotel but they entered into agreement with M/s Pure Drinks Ltd. And M/s CJ Internationals hotels.	September 1992 April 1998	30.3.1981 to 7.5.1992	3.39	30.3.1983 to 14.7.1996 30.3.1983 to 31.3.1996	2.77 1.82	30.3.83 to 31.3.96	0.71	-	-	-2.27	6.42	Ministry cancelled the allotment in July 1983 but reallotted.

4.	Samrat Hotel	Panch Sheel Marg adjoining Ashoka Hotel	3.115	An area of 3975.24 sq. yds were encroached upon by the lessee	June 1994	-	-	15.1.1992 to 14.7.1994 1.11.1991 to 14.7.1994	0.11 0.02	1.4.89 to 14.7.94	4.27	-	-	-	4.40	No such action was taken till February 1999
5.	Hotel Rajdoot	13, B Jangpura	0.314 9	Allotted for residential purposes where-as constructed hotel on the land and occupied 110 sq. yds government land un-authorisedly.	May 1993	-	0.15	15.7.1964 to 30.4.1994	0.002	22.10.83 to 14.7.93	0.72	-	-	-	0.87	Premises re-entered on 3.2.72 but no eviction action taken till February 1999
6.	Ashoka Hotel	Chankaypur i	21.15 5	Unauthorised construction on additional coverage of 182172 Sq. ft.	Not issued	-	0.11	22.11.1955 to 31.12.1996	0.22	-	-	-	-	-	0.33	Final show cause notice issued Dec.1998 but no action taken till Feb.1999
Total							17.40		15.47		6.66		5.79	-2.27	43.05	
PRESSES																
1	National Hearld	5-A, Bahadur Shah Zafar Marg	0.309	Un-authorised construction and sub-letting etc.	May 1988 and December 1996	-	-	15.7.1971 to 14.7.1997	0.034	15.7.1971 to 14.7.1997	4.266	-	-	-	4.30	Re-entry action under process
2	Daily Pratap	5 Bahadur Shah Zafar Marg	0.364	-do-	July 1994	-	-	-	-	01.01.1963 to 14.01.1995	11.00	-	-	-	11.00	Show cause notice issued in Dec. 1998. No action of re-entry till Feb. 1999.
3	Daily Tej	8 Bahadur Shah Zafar Marg	0.251	-do-	January 1998	-	-	15.1.1971 to 14.1.1998	0.03	23.2.1978 to 14.1.1998	0.62	-	-	-0.06	0.59	Show cause notice issued in June 1996. No action of re-entry till Feb. 1999.
4	Gulab Printers	6 Bahadur Shah Zafar Marg	0.675	-do-	June 1992 and June 1996	-	-	15.7.1973 to 14.7.1992	0.03	6.7.1969 to 31.3.1992	3.02	-	-	-	3.05	Show cause notice issued in June 1996 and again in Dec. 1998. No action of re-entry till Feb. 1999.

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5	United India Periodicals Private Ltd.	3, Bahadur Shah Zafar Marg	-	-	-	-	15.7.1988 to 14.1.1997 15.7.1980 to 14.1.1998	0.006 0.009	1.4.1987 to 31.1.1998	7.035	-	-	-	7.05	No such action taken till February 1999.
		Total						0.109		25.941			-0.06	25.99	
CLUBS															
1	Delhi Race Course Club	Race Course Road	53.25	Unauthoris-ed occupation charges	February 1998	-	26.11.1979 to 31.12.1984 26.11.1979 to 31.12.1997	0.03 0.06	1.1.1995 to 31.12.1997	1.09	-	-	-	1.18	No such action was taken till February 1999
2	Delhi Gymkhana Club	-do-	27.3	Unauthorised construction/misuse charges etc.	October 1998	-	-	-	20.5.1959 to 14.7.1998	2.45	-	-	-	2.45	-do-
		Total						0.09		3.54				3.63	
CINEMAS															
1	Sangam	RK Puram	4001.33	Misuse/ unauthorised construction/ subletting	December 1985	-	15.07.1975 to 14.01.1986	0.04	20.8.1975 to 15.1.1986	1.17	-	-	-	1.21	Referred to screening committee but no action of re-entry till February 1999.
2	Alankar	Lajpat Nagar	5043.33	Misuse/ unauthorised construction/ sub-letting.	Proposed in January 1990	-	-	-	13.9.1977 to 15.12.1989	0.51	-	-	-	0.51	No such action till February 1999.
		Total						0.04		1.68				1.72	
PETROL PUMPS															
1	Hindustan Petrol Corporation	Opp. INA market	NA	Mis-use (welding work)	1983	-	-	-	April 1987	0.12	-	-	-	0.12	No such action till February 1999
2	-do-	Vinay Marg	NA	Mis-use (welding work)	1983	-	-	-	December 1989	0.02	-	-	-	0.02	Show cause notice issued in Dec. 1998 but no action of

																re-entry till February 1999	
3	Bharat Petroleum Corporation	Ring Road, Opp. R.K. Puram	NA	Mis-use (welding work)	March 1987	-	-	15.1.1979 to 14.1.1988	0.05	12.09.77 to 14.01.87	0.05	-	-	-0.02	0.08	No action of re-entry till February 1999	
4	Indo Burmah Petroleum Corporation	Church Road	NA	Coca Cola booth Encroachment of land etc.	1966 1970	-	-	-	-	NA	0.16	-	-	-	0.16	-do-	
Total									0.05		0.35			-0.02	0.38		
19	Grand Total					17.40			15.759		38.171		5.79	-2.35	74.77		

Annex 'B'
(Refers to Paragraph 5.1.5.2.1)
Outstanding dues on account of breaches etc.

(Rs in crore)

Sl. No	Description of Property	Name of owner	Date of demand	Premium (including interest)	Ground Rent (including interest)	Damages / Misuse charges	Unearned increase	Amount recoverable
1.	24, Barakhamba Road	M/s. Ashoka Estates (P) Ltd.	20.10.1995	0.69	0.79	2.37		3.85
2.	8, Jantar Mantar Road	Sh.Hardev Singh & others	23.12.1993	6.85	-	0.08		6.93
3.	40, Hanuman Road		25.7.1991			0.66		0.66
4.	33, Prithvi Raj Road		27.6.1995	0.05	0.06	0.04		0.15
5.	23, Prithvi Raj Road		3.4.1996	-	0.19	-		0.19
6.	10, Connaught Circus		23.10.1990	0.32	0.07		0.04	0.43
7.	50, Janpath		17.11.1993	-	-	0.28		0.28
8.	22, Connaught Circus	Sh. Raj Gopal & Smt. Sushma	27.2.1992	-	-	0.11	-	0.11
9.	B-3, Connaught Place		25.11.1993	-	-	0.45		0.45
10.	A-2D, Connaught Place	Sh. Onkar Nath	24.6.1992	0.26	0.09			0.35
11	G-9, Connaught Place	Sh.O.P.Arora	12.1.1993	-	-	0.12	-	0.12
12.	1, M.M.Road	Sh.Banwari Lal Charitable Trust	7.12.1993	-	-	3.29	-	3.29
13.	8, Lady Harding Road	Sh. Arjun Dev	8.9.1992	-	-	2.81	-	2.81
14.	90/6, Connaught Circus	Shri Radha Krishna Temple Trust	4.7.1994	-	-	1.11	-	1.11
15.	90/20, Connaught Circus	Smt. Vidyawati	11.7.1994	1.22	-	0.07	-	1.29
16.	1, Sikandra Road	Sh.Gajbir Singh	12.7.1993	-	-	1.63	-	1.63
17.	20, Ferozshah Road	Sh. Anand Kumar Mohatta	17.7.1982	1.07	0.01			1.08
18.	136/171, Sunder Nagar	Smt. Sarla Devi Khosla	3.3.1998			2.31		2.31
19.	171/2, Sunder Nagar	Sh. Rajender Kumar Gupta	29.3.1994			0.07	0.38	0.45
20.	10/70, Golf Links	Sh. Satyawati Devi	21.7.1994			0.47		0.47
21.	13-29 E, Connaught Place, N.Delhi	M/s Pearay Lal & Sons	29.4.1994	0.24	0.21	0.11		0.56
22.	185, Golf Links, New Delhi	Sh. Ashok Kumar Gupta	8.12.1995		0.19			0.19
23.	7, Bahadur Shah Zafar Marg, New Delhi	M/s. Bennet Coleman & Co. Ltd.	11.02.1981	0.19	0.12			0.31
24.	172/11, Jor Bagh, New Delhi	Sh. Ramesh Mehra	24.02.1994			2.05		2.05

Sl.No.	Description of Property	Name of owner	Date of demand	Premium (including interest)	Ground Rent (including interest)	Damages / Misuse charges	Unearned increase	Amount recoverable
25.	15, Barakhamba Road	Sh. Hans Raj Badera	20.10.1995					1.57
26.	26, Barakhamba Road	Smt. Premvati & Others	17.10.1995					1.39
27.	19, Curzon Road	M/s Ansal Properties (P) Ltd.	19.10.1995					1.32
28.	30, Ferozshah Road	-	26.10.1995					0.72
29.	13, Tolstoy Marg	-	20.11.1995					0.32
30.	18, Barakhamba Road	-	19.10.1995					0.60
31.	26, Curzon Road	M/s. Abaskar Constn. (P) Ltd.	18.10.1995					2.46
32.	26 A, Barakhamba Road	-	17.10.1995					0.66
33.	1, Tolstoy Marg	-	19.10.1995					0.50
34.	16, Curzon Road	M/s. Ansal Properties (P) Ltd.	10.10.1995					1.17
35.	3, Tolstoy Marg	-	18.10.1995					1.34
36.	9, Hailey Road	-	30.10.1995					0.22
37.	10, Hailey Road	Raja Bans Bahadur & Others	27.10.1995					10.39
38.	23, Curzon Road	M/s. Lok Nath Saran Dass	17.10.1995					2.64
39.	22, Curzon Road	-	19.10.1995					0.71
40.	17, Barakhamba Road		20.11.1995					1.55
41.	13, Curzon Road		10.6.1991					0.54
42.	7, Barakhamba Road	Sh. R.B.Durga Das	26.7.1993					0.19
43.	6, Curzon Road		18.12.1995					0.70
44.	24, Curzon Road (Embassy of USA)		20.11.1995					1.34
45.	15, Hanuman Road		16.6.1992					0.09
46.	48, Hanuman Road		6.9.1991					0.39
47.	90/21, Connaught Circus		1.8.1981					0.16
48.	G-4, Connaught Place		31.5.1993					0.19
49.	E-5, Connaught Place		20.2.1996					0.73
50.	D-3, Connaught Place		23.9.1986					0.10
51.	H-I, Connaught Place		11.11.1993					0.67
52.	1, Doctor Lane		16.11.1994					1.37
53.	11-B, Plot No. 1, Aurangzeb Road	Sh. J.Daulat Singh	20.11.1998	1.64	0.73			2.37
54.	22, Barakhamba Road	Smt. Savitri Devi						1.19

Sl.No.	Description of Property	Name of owner	Date of demand	Premium (including interest)	Ground Rent (including interest)	Damages / Misuse charges	Unearned increase	Amount recoverable
55.	14, Barakhamba Road	Baba Dan Singh						3.95
56.	5/171, Sunder Nagar	Sh.Balbir Singh Ex.Lease						2.13
57.	Plot 38, Block-10, Golf Links	Smt. Savitri Devi Sharma	14.7.1998					2.05
58.	171/145, Swadeshi Cotton Mills	-	21.8.1998					0.15
59.	171/26, Sunder Nagar Market	Sh. Salig Ram Kapila	17.10.1994					0.03
60.	4, Dev Nagar, Block 172	Sh.Gujar Mal	27.6.1994					0.02
61.	10/117 (Ledger folio No. 1561)	Sh. Abinash Puri	5.12.1986					0.28
62.	172/18, Jor Bagh	Maj. Abnish Chander	24.6.1991					0.22
63.	Benet Col. Co. Times of India, Darya Ganj		11.2.1981					0.31
64.	10/153, Ajmeri Gate	Sh. Govind Ram & Sons	6.8.1990					0.31
65.	43, Panchquin Road	Sh. Anant Ram	8.12.1995					0.19
66.	10/189/35 (Ledger folio No. 1511)	Sh. Deepak Sharma	22.4.1991					0.12
67.	2, Canning Lane	Smt. Devki Dar	30.7.1992					0.05
68.	124, Queen Ways	Indian Airlines Corpn.	17.8.1993					0.28
69.	Naya Bans Delhi	Sh.Brij Lal	15.7.1991					0.47
70.	22, Feroz Shah Road	Sh.Munna Lal	22.1.1996					0.41
71.	19, Barakhamba Road	Sh. Dwarka Das	6.1.1994					0.21
72.	29, Feroz Shah Road	Lala Girdhari Lal Memorial Federation	31.7.1991					0.32
73.	13, Roshanara Road	M/s. Rising Star Constn.	5.9.1985					0.63
74.	C-36, Connaught Place	Atma Ram House	6.1.1987					0.66
75.	59, Panchquin Road	Sh. Vijay Kumar & Vidya Dhar	7.12.1993					2.74
76.	12, Connaught Circus		18.11.1982					0.03
77.	16, Connaught Circus		8.5.1993					0.08
78.	20, Rajpur Marg Delhi		17.5.1984					0.05
79.	Block 171, Plot 126, Sunder Nagar		7.12.78					0.01
80.	2 A, Aurangjeb lane		2.3.1994					0.03
81.	234, Vinay Marg		16.4.1982					0.04
82.	M- Connaught Circus		10.12.1991					0.04

Sl.No.	Description of Property	Name of owner	Date of demand	Premium (including interest)	Ground Rent (including interest)	Damages / Misuse charges	Unearned increase	Amount recoverable
83.	138, Sunder Nagar, Delhi		1.10.1991					0.01
84.	56, Queensway		10.3.1992					0.05
85.	11, Bazar lane, Bangali Market		24.2.1994					2.05
86.	12, Jor Bagh, New Delhi		10.1.1996					0.70
87.	9, Lodhi Market, New Delhi		14.9.1995					0.08
88.	31, Hanuman Road		12.11.1982					0.17
89.	B-31, Connaught Place		9.8.1995					0.68
90.	47/172, Jor Bagh, New Delhi		28.5.1984					0.02
91.	58-A/172, Jorbagh		1.7.1986					0.06
92.	108 A, Defence Colony, New Delhi		2.6.1989					0.09
93.	French Embassy, New Delhi		15.2.1995					0.43
94.	23, Babar Road, New Delhi		4.7.1989					0.05
95.	17 A/53, Gurdwara Road		20.10.1995					0.10
96.	122, Sunder Nagar		7.10.1992					0.11
97.	M/16/72 (Ledger folio No. 904)		16.2.72					0.01
98.	3612, Chawri Bazar, Delhi M (9D)/94 (Ledger folio No. 904D)		9.7.1994					0.80
99.	7, Barakhamba Road, New Delhi		16.3.1994					0.64
100.	3, South End Road,		20.12.1994					0.01
101.	1, Canning lane, New Delhi		13.8.1982					0.43
102.	Block - 134, Plot 46, C.Place	Sh. Daulat Ram	28.12.1994					0.08
103.	Block 134, Plot 43, C. Place	Durga Devi	14.7.1982					0.11
104.	C-100, Defence Colony	Smt. Prakashwati Soundhi	11.10.1995					0.02
105.	N.Block, Connaught Place		26.7.74					0.19
106.	N.Block, Connaught Place	Sh.Surat Prasad Jain	29.3.1993					0.29
107.	15, Lodhi Estate		13.6.1995					0.44
108.	H-Block, Connaught Place	Mr. Bhutani Proprietors	23.4.1992					0.09
109.	90/21 Connaught Circus		21.7.1981					0.04
110.	90/22 Connaught Circus		11.3.1992					0.09

Sl.No.	Description of Property	Name of owner	Date of demand	Premium (including interest)	Ground Rent (including interest)	Damages / Misuse charges	Unearned increase	Amount recoverable
111.	9-H/8 Connaught Circus		8.9.1993					0.21
112.	205-C/128, Todar Mal Road		18.2.1992					0.01
113.	40, Lodhi Estate	India International Centre	6.5.1986					0.19
114.	42-C, Pump House, Connaught Place	Gandharav Mahavidyalaya	12.3.1987					0.06
115.	29, Prithvi Raj Road		16.2.1995					0.02
116.	Denmark Embassy, 1/31		13.2.1996					0.03
117.	C-1/3B, Connaught Place		28.2.1994					0.54
118.	H-10, Connaught Circus	Smt. Pushpinder Kaur	23.3.1984					0.01
119.	M-11/5A, M.D. Circle	Christian Service Agency	24.12.1991					0.04
120.	M-13/5, M.D. Circle	Sh. Rameshwar Swaroop	27.10.1992					0.35
121.	K-2, K. D. Circle	Sh. Rishi Kumar	21.3.1995					0.26
122.	27, Aurangajeb Road	Sh. Harsaran Das	25.5.1995					0.03
	Total							94.06

Annex - C**(Refers to Paragraph 5.1.5.6)****(Position of 192 sites transferred to DDA for care and maintenance as green)****(a) Sites fully encroached upon by squatters including Jhuggi's, Coal Depots, Kabari's, Temples, Schools etc.**

Sl. No	Sl No of list	Location	Area (in acre)	Type of encroachment
1.	2	Shanti Van	0.54	Three temples
2.	4	At the junction of Todar Mal Rd. and Bazar Road	0.044	Unauthorised occupation of Kaushalya Devi
3.	6	Behind Curzen Rd. & Haily Rd.	0.496	Grave & Jhuggis
4.	9	Between Babu Dham & officers flats	7.983	Jhuggis
5.	15	Pillanji Village (Sarojini Nagar)	5.02	Villagers occupied the site.
6.	16	Service Rd. Behind Press Plots Mathura Rd.	0.42	Dhaba, Cycle stand, store etc.
7.	17	Bet. Nallah and Laxmi Bai Nagar	10.00	2 Coal Depots, 2 Temple 1 Gurdwara, Craft Bazar, 30 Jhuggies etc.
8.	31	Near Burmah Shell Petrolpump at Alipore Road.	0.2	Unauthorised workshops
9.	54	Near Rajghat	7.866	4 Temples, 4 Dhabas, DTC Bus Terminal etc.
10.	55	Behind P & T on Ring Road	0.777	23 Huts
11.	62	Near Gora Cementary	0.75	140 Sq meters, 3 Huts etc.
12.	64	Near NAC Store	3.00	Balmiki Mandir
13.	66	Malkaganj Graveyard	6.00	Residential and commercial squatters
14.	69	Behind Gokhale Market	7.395	140 squatters
15.	3	Near Ramjas College Poorvi Marg	2.041	Kabari, Jhuggis, Temples
16.	7	Srinivas puri Near 'L' Shape market	3.09	Arya Samaj Temples
17.	10	Srinavas puri near child welfare	0.60	Squatters
18.	21	Ring Road, along Nallaha, Nataji Nagar	6.00	3 petrol pump
19.	26	Ring Road, R.K.Puram	0.40	80 Jhuggis, 2 Temple
20.	36	Area of Shah Kamal Mosque DIZ Area, Gole Market	0.207	Motor Garaj
21.	45	Nanak pura	0.20	Building Material supplier
22.	46	Dispensary site Nauroji Nagar	0.34	Bharat sewak Samaj
23.	47	Nauroji Nagar	0.20	Gurudwara
24.	54	Opp.Central School, R.K.Puram	1.50	Squatters, Temple Dairy
25.	71	R.K.Puram VI	1.50	Temple, Gurudwara etc.
26.	72	- do -	3.50	School, Church Temples, etc.
27.	73	Ekta Vihar	16.90	CRP Camp., Temple, School, Dairy, Market etc.
28.	76	R.K.Puram VII	0.38	Jhuggies, Post Office, School, Dairy etc.
29.	103	Ring Road, R.K.Puram	0.35	Jhuggies, Temples, Tents etc.
30.	111	R.K.Puram Near St.Colombus School	6.749	Squatters, Lavotory Temples, School Etc.
31.	122	Near G.B.Pant Hospital	6.00	80 jhuggies, Dairy Mandir, Grave yard, Dargah, Masjid, School etc.
Total			100.448	

(b) Sites partly encroached upon by squatters including Jhuggis, Milk Dairies, Shops, temples etc.

32.	12	Nanak Pura Shastri Market	18.00	4 Kabar's, 12 Milk Dairies, 700 Jhuggies, 6 Gas godowns, 3 Temples (rest vacant)
33.	13	University Enclave (Dhaura Kuan)	2.00 (Out of 35 Acres)	Squatters, School
34.	18	Between Nallah and West Kidwai Nagar	4.50 (Out of 5 Acres)	Temple, Tents, Training Centre, etc.
35.	21	Sector III & IV R.K.Puram	21.00	School, Mandir, water tank, etc (partly occupied, partly vacant)
36.	28	Along Najafgarh Nallah & Hakikat Nagar	2.00	One Vyam Shala, MCD school
37.	29	Crossing of Princess Road and Karaval Road.	1.30 (Out of 2.3 acres)	Shops, Mandir, Nursery (Partly Squatted)
38.	30	Model Town	0.044 (out of 2.044 acres)	Three Jhuggies
39.	33	Between Link Road & Nizamuddin West	9.00	Partly Encroached
40.	40	Nehru Nagar	4.828	Partly occupied
41.	45	NDMC Market Chanakyapuri	7.20	Squatters etc.
42.	47	Back of INA Colony & Market	8.226	Temples, Mazar, (Balmiki & Shiv Temple) Jasbir Singh,
43.	53	Near Munirka	27.200	DTC Depot, Police station, Petrolpump 100 Jhuggies
44.	58	Near Grid Station	2.08	One residential flat
45.	59	Between Magazine Road & Timarpur	62.00 (Out of 128 Acre)	100 flat, 6 Mandir, 152 Shops, 1 School, 150 MCD Qtrs. (Partly Vacant)
46.	60	Lucknow Road	3.828 (out of 4.828)	School, Flats-24, two Mandir etc.
47.	65	Hill Road and Ludlow Castle Road	17.00	Residential squatters, Mosque Graves (Partly vacant)
48.	67	Near Esso Petrolpump at Alipore Road	0.500	DDA Nursery, fencing and two shades
49.	1	Sewa Nagar	0.273	Vyayam Shala, Temple MCD
50.	4	Aroud Humayun Tomb	20.981	One Gas Godown allotted by DDA
51.	8	Srinivaspuri Opp. Enquiry	0.444	Partly squatted upon
52.	9	Do	1.06	Do
53.	14	J.J. Colony Rly. Line Brig. Hoshiyar Singh Road	0.700	Partly squatted partly vacant.
54.	16	Rly Land, Sarojini Nagar	10.00	80 square meters, 3 Kabaris, 6 Temples, (Partly land is vacant)
55.	20	B Avenue to Pillanji Village	5.10	Squatters, Temple, NDMC Staff Qtrs. etc.
56.	25	Moti Bagh I	10.00	6 Temple, DDA Slum 64, Partly vacant
57.	31	Plat 18, Diplomatic enclave	0.708	8 Labour huts
58.	41	Rocky area, Nanakpura	6.00	Taxi stand, Petrol pump
59.	42	-DO-	8.50	MCD water Tank, Temple, Baba Balak Nagar Partly vacant
60.	43	DMC site Nanakpura	0.50	Coal Depot
61.	48	Garhi Mandu Area (Sharpur & Saudat Pur)	750	About half allotted to Library, rest under unauthorised temple, 4 Jhuggis
62.	62	MS & Primary School R.K. Puram	2.50	Shastri School, Sanatan Dharam Mandir
63.	64	CGHS Disp. R.K. Puram	1.00	Unauthorised School, Two Jhuggi's (Rest-vacant)

64.	65	Police Station R.K. Puram	2.00	Temple, School, Ravi Das
65.	67	Monument R.K. Puram	3.00	Gurdwara Temple, Rest Vacant
66.	68	Pettrol Pump R.K. Puram	0.853	Arya Samaj Temple, School, Contractor Store
67.	70	CGHS Disp. Sec. VI, R.K. Puram	0.65	Labour flats, Bldg. Material CPWD Rest-vacant
68.	75	R.K. Puram, Sec. VII	3.00	School, Temple, Fuel Depot
69.	76	-do- RC School	0.38	School, Jhuggis, PO
70.	82	Community Centre, R.K.P VIII	2.00	Temple, 50 Jhuggis
71.	89	Near post office in R.K. Puram	0.369	Commercial squatters
72.	91	Dispensary Elect. Sector R.K. Puram IX	1.50	Subzi Mandi, One Temple
73.	93	R.K. Puram IX	0.773	Viveka Nand School
74.	98	R.K. Puram X	26.20	Partly occupied by squatters
75.	115	R.K.Puram IV	1.00	Partly occupied by Mohan Singh Hut
Total			1050.197	
Total (A) + (B)			1150.645	

(c) Sites encroached upon by other Departments including NDMC, MCD, DESU, CPWD, Delhi Administration etc.

1	1	Original Road & Faiz Road	0.283	MCD Water Pumps
2	10	Between S. Patel Road & Ring Road	13.00	Delhi Administration
3	11	Between Moti Bagh I & Military TPT Co.	11.40	Delhi Administration
4	14	Area between Chanakaya Puri & Rly. Line towards Safdarjung Aerodrome	1.000	NDMC Shops (one u/a structure, one attached temple)
5	19	Area opposite Defence Colony and Kasturba Nagar	0.350	Partly u/a occupied by MCD for latrins & partly by DESU
6	34	Land between T.Power Stn. And Jamuna Bridge	3.903	Partly u/a occupied by Police Station I.P.Estate Partly developed in Park
7	35	Between Power Station & Nallah	3.180	MCD office Pumping Station
8	42	Kitchner Road in Diplomatic Enclave	3.500	Allotted to NDMC
9	48	Land in Golf Link Colony	0.674	NDMC for service centre & staff quarters
10	52	Along DTC building at Ring Road	946.000	Partly occupied by PWD (Delhi Admn.) Offices
11	53	Near Munirka	27.200	By DTC Depot, Police Station, Petrol Pumps & 100 Jhuggis
12	56	AT the Junction of Rajpur Road near Alipur	0.740	MCD for Lawns & Labs
13	60	On Lucknow Road	4.828	By MCD u/a Primary school, Huts, Two Mandir
14	1	Site near NDMC School storm water drain, Sewa Nagar	0.273	Partly by MCD, Bajrang Vyayam Shala
15	2	Area Near NDMC School Kasturba Nagar	0.884	By MCD
16	22	Area in Netaji Nagar	2.413	NDMC School
17	34	Diplomatic Enclave	3.500	Rose Garden NDMC
18	35	Deplomatic Enclave	3.500	Rose Garden NDMC
19	53	Adjoining Central School, R.K.Puram II	1.75	By MCD
20	63	Rocky Land & vacant land along Nallah	5.000	Developed as Park by CPWD (Hort)
21	99	Police Station, R.K.Puram, Sector - XII	19.300	CRP Camp & a Park
22	171	Land Near Primary School, Pilot Project, New Moti Bagh -I	0.400	4 NDMC Shops
Total			1053.078	

(d) Sites utilised by DDA for purposes other than maintenance as green

1	7	Extension of Diplomatic Enclave	127.406	DDA Slum by Constructing Laboratory Blocks, Library School, Sewing Centre
2	22	South Periphery Road, Sector-Vi, R.K.Puram	0.700	DDA Shopping Centre.
3	26	Area at the Crossing of Link Road & towards Ring Road, Defence Colony	2.864	Fully utilised
4	27	Land near Pumping Station at Najafgarh Nallah	14.287	Utilised for expansion of Mukharjee Nagar
5	31	Land near Burmah shell Petrol Pump at Alipur Road.	0.200	4 Numbers of DDA Shops
6	37	Land at the back of Police Station Andrews Ganj	1.652	Part of land by DDA for Bharat Petrol Pump & Nursery & Partly encroached by Govt./Semi-Govt. agencies. (Delhi Administration Elect. Division & CPWD, Division)
7	47	Land at the Back of INA Colony and Market	23.982	Partly by DDA for Vikas Sadan office etc. Partly encroached by Temples etc. (Partly vacant)
8	61	Land Near DTC Shed Coronation Road	15.737	Utilised by DDA (Indira Vihar)
9	4	Area Near Humayun Tomb	20.981	For Park & a Gas godown
10	9	'L' Market, J.J.Colony Srinivas Puri	1.060	For Barat Ghar & Park
11	15	Circular Road (NAC Area)	10.500	DTC Shed
Total			219.369	

(e) Sites allotted/utilised by Land and Development Office (L&DO)

Sl. No	SI No of list	Location	Area (in Acre)	Plot/Area allotted by L&DO to
1	1	Original Road & Faiz Road	0.372	Maratha Mitra Mandal
2	5	At the junction of Janpath and Ashoka Road	4.900	Kanishka Hotel Yatri Niwas
3	7	Extension of Diplomatic Enclave	NA	Embassies
4	28	Along Najafgarh Nallah & Hakikat Nagar	2.000	Mandir
5	32	At the back of Bal Bharti School & DAV School, Lodhi Road	2.000	Bal Bharti and Habital Centre
6	36	Between Oberoi Hotel and Blind Institute	2.762	Indian Tourism Development Corporation
7	38	Behind Lodhi Hotel	1.100	Bharat Heavy Electricals/Housing and Urban Development Corporation
8	39	Between Housing Factory and Railway crossing at Jangpura	7.818	Hindustan Petroleum Corporation Limited
9	40	Nehru Nagar	5.697	Primary school and CPWD
10	43	Near Ashoka Hotel	3.195	Samrat Hotel
11	47	At the back of INA Colony & Market	7.44 4.180 5.413	Central Public Works Department Kendriya Vidhyala Sanghthan Director of Education
12	48	In Golf Link Colony	0.210	Utilized by L&DO
13	49	Between State plots and Security quarters at kautalya Marg	1.147	Guest House & New Delhi Municipal Corporation
14	51	Pinjra Pole Society at the back of Andrews Ganj	75.494	CPWD for construction of General Pool accommodation
15	55	Behind P&T on Ring Road	3.156 0.67	Delhi Administration Visonia Sabha
16	58	Near Grid Station	1.995	Delhi Vidyut Board
17	59	Between magazine Road & Timarpur	66.000	Delhi Administration, MCD Indl Parking Mission of Charity
18	60	On Lucknow Road	1.000	CGHS Dispencary

19	70	Railway crossing at Kitcher Road	6.000	Taj Hotel
20	18	Area lying behind NDMC School in 'B' Block Sarojini Nagar	0.325	Khalsa School
21	19	Near Children Welfare Society Sarojini Nagar	0.750	Khalsa School
22	23	Nataji Nagar	0.750	College of Arts and Commerce
23	30	Plot No. 34 Diplomatic Enclave	0.900	To Sikkim
24	48	Garhi Mandu Area (Sharpur & Saudatpur)	Not available	Nanaksar Gurudwara
25	120	Taj Barracks at Janpath	2.599	State Trading Corporation (Jawahar Vyapar Bhawan)
		Total	207.873	

Annex - D
(Refers to Paragraph 5.1.5.7)

Statement showing details of re-entered cases

Name of the colony	Total number of re-entered properties	Number of re-entered cases test checked	Property No.	Date of re-entry	Date of filing the plaint in ESO court/ present status	Delay in filing plaint in ESO court (Months)	Amount involved (Rupees in crores)
Jor Bagh	5	4	172/200	11 September 1973	22 November 1975	26	0.02
			172/118	8 August 1983	Not available	--	0.22
			172/190	13 April 1970	-do-	--	0.02
			172/103	11 June 1976	-do-	--	0.01
Golf Link	2	2	10/38	27 April 1974	Pending in High Court	--	7.28
			10/70	24 April 1982	-do-	--	0.47
Chankyapuri	4	4	8/39	31 July 1970	-do-	--	0.15
			13/48	29 July 1983	-do-	--	N.A.
			39/2 (shop)	18 October 1965	22 September 1972	83	0.04
			48/2 (shop)	21 May 1971	Not available	--	0.07
Sunder Nagar	7	7	61	4 August 1973	4 December 1974	16	0.04
			126	28 March 1970	30 July 1975	64	N.A.
			144	27 March 1970	6 July 1976	75	0.10
			142	24 August 1971	8 September 1972	12	0.05
			5	22 August 1989	Pending in High Court	--	3.18
			Shop 9	27 October 1973	17 June 1974	8	0.13
			Shop 6	18 August 1973	3 October 1974	13	n.a.
Total	18	17					11.78

Annex - E
(Refers to Paragraph 5.1.5.7.1)
Cases in which eviction orders have been passed by the Estate Officer

Sl.No.	File Number	Name and date of eviction order	Site of encroachment
1.	Ref.15-7(276)/67	Sh.Santlal Jain 21.7.82	Rouse Avenue
2.	" 15-7(4733)/69	Sh. Rajesh Kumar 31.1.90	Aram Bagh
3.	" 15-7(1596)/72	Sh. Ravinder Nath 16.9.76	*I.Point, Panchkuian Road
4.	" 15-7(4209)/72	Sh.Ramesh Chand 31.3.89	Adjacent to market, Panchkuian Road
5.	" 15-7 (4300)/72	Sh. Kishan 26.8.85	I.Point Panchkuian Road
6.	" 15-7(4303)/79	Sh. Arjun 6.2.86	I.Point, Panchkuian Road
7.	" 15-9 (8616)/78	Sh. Bisamber Dayal 4.11.85	I.P.Estate, New Delhi
8.	" 15-7(4290)/79	Sh. Pujari 22.1.86	Near Udasin Temple, I.Point,
9.	" 15-7(3909)/73	Sh. Satnam 7.3.91	Mirdard Road
10	" 15-7(1883)/70	Sh. Shiv Hanuman Temple,28.6.91	Kidwai Nagar, New Delhi
11	" 15-7(4286)/	Sh. Moti Ram 18.9.85	Panchkuian Road
12	" 15-7(4309)/	Sh. Ramesh Gaba 13.8.86	Panchkuian Road
13	" 15-7(1677)/69	Sh.Trilok Chand 23.7.77	I.Point, Panchkuian Road
14	" 15-7(1660)/70	Sh. Surjit Singh 22.7.76	I.Point Panchkuian Road
15	" 15-9(7132)	Sh. Vishwanath 29.4.85	I.Point, Panchkuian Road
16	" 15-7(4291)/79	Sh. Ram Kumar 13.9.85	I.Point, Panchkuian Road
17	" 15-7(861)/78	Sh.Bala Dutt 15.11.84	I.P.Estate
18	"15-9(860)/79	Sh. Yena Sharma 29.2.85	I.P.Estate
19	" 15-7(4300)/79	Sh.Kishori 26.8.85	I.Point, Panchkuian Road
20	" 15-7(8615)/	Sh.Shyam Lal 19.11.85	I.P.Estate
21	" 15-7 (4817)/80	Sh.Inder Mohan 26.5.86	Pusa Road, N.Delhi
22	" 15-9(8640)/81	Sh.Ram Mehar 9.11.82	Minto Road, New Delhi
23	" 15-9(8641)/81	Mohd.Idris 22.4.83	-do-
24	" 15-9(8642)/81	Sh. Manthu Ram 4.3.83	-do-
25	" 15-9(8643)/81	Sh.Ram Bahadur 8.2.83	-do-
26	" 15-9(8644)/81	Sh. Charanjit Lal 9.11.82	-do-
27	" 15-9(8645)/81	Sh.Mohd.Isaq 18.6.82	-do-
28	" 15-9(8646)/81	Sh. Munna Lal 15.10.82	-do-
29	" 15-9(8622)/80	Sh. Mukesh 14.3.85	I.Point, Panchkuian Road
30	" 15-7(4629)/83	Sh.Basant Ram 20.3.85	36/389 Trilok Puri
31	" 15-7(4453)/80	Sh.Shish Pal 27.6.86	Aram Bagh, N.Delhi
32	" 15-7(4569)/81	Sh.Jamail Ahmed 16.10.85	Club Road, Delhi
33	" 15-7(4773)/80	Sh. Wazir Chand Gulati 27.3.89	Shop 27 Baird road Market, DIZ area
34	" 15-7(4638)/83	Sh. Kishan Chand 31.7.89	Shop behind Khz pass market
35	" 15-3(531)/82	Sh. Suraj Pal 31.1.89	Near Udasin Mandi, I.point Panchkuian road
36	" 15-7(4377)/80	Sh. Ram Chander Rao 31.1.90	Rouse Avenue
37	" 15-7(4279)/79	Sh. Dal Chand	I.Point, Panchkuian Road
38	" 15-7(4302)/74	Smt. Premwati 31.1.92	I.Point, Panchkuian Road

* Point refers to seriatum order like A, B, C,.....etc.

5.2 Working of Government of India Presses

Highlights

Government of India Presses have not performed efficiently. Absence of commercial orientation to performance, slow pace of modernization to keep in line with the all round improvement in printing technology and services, no strategic plan for the future of the Presses under the impact of competition from the private sector have impeded their overall efficiency and effectiveness. Ministry needs to follow up the Cabinet decision to examine in detail the status of presses and recommend either retention on modernisation or closure.

In 21 Government of India Presses, the average capacity utilisation varied between 31 per cent and 44 per cent during 1993-94 and 1997-98. In three Presses, the percentage of utilisation was only 15 to 17.

Productivity was low in all the Presses. 28.87 lakh machine hours and 73.71 lakh labour hours were lost during 1993-98. Absenteeism, loss of work due to "idleness" brought about by a number of controllable factors and instances of administrative inefficiency were widespread. In the presses at Coimbatore and Shimla "no work" had caused financial loss of Rs 10.51 crore.

Significant delays of over five years in completion of jobs and delays of five to 12 years in dispatch of printed products were evidence of management ineffectiveness which had also delayed receipts of printing costs.

Modernisation in the form of replacement of ageing and technologically obsolete machines was sporadic. Efforts to modernize the press at Ring Road, New Delhi have not succeeded even after five years of sanction of the scheme at Rs 5 crore in September 1993.

Depreciation Fund to finance modernization efforts is not operational in any of the Presses. In seven presses, 66 unserviceable machines were not replaced.

Issue of 225 No Objection Certificates to various ministries and departments, permitting printing from private sources during 1993-98 underscored the infrastructural inadequacies of Government of India Presses.

The cost of printing was found to be higher in Government Press compared to the rates of private presses.

Non-adoption of commercial accounting system contravened the recommendation of the Public Accounts Committee made in 1982 in its 64 Report (5th Lok Sabha). Besides, this had rendered impossible any meaningful efficiency and financial evaluation of the working of the Presses.

Rupees 136.99 crore were outstanding as on 31 March 1998 against various ministries/departments which included Rs 76.40 crore pertaining

to the last five years and the balance of Rs 60.59 crore were outstanding for a period from five to 22 years.

Store accounting was deficient. Stores valuing Rs 67.57 lakh were found short during physical verification in two presses and in six presses, stores valuing Rs 536.65 lakh were lying unused. Besides damaged stock valuing Rs 23.56 lakh was pending disposal in one Press.

Recommendation

Government should review the need to continue the presses in the light of printing facilities available in the market, inefficiency of Government Presses, inability of the government to modernise them from time to time and high cost of printing.

5.2.1 Introduction

5.2.1.1 The Director of Printing, under the Ministry of Urban Affairs and Employment is the nodal agency for all printing jobs of government departments. There are 21 presses throughout the country organised and functioning on non-commercial basis (**Annex A**). These presses are labour intensive with a work force (both industrial and non-industrial) of 9499 as on 1 March 1998 and its establishment expenditure ranged between 47 *per cent* to 85 *per cent* of its total revenue expenditure since 1990-91. The detailed break-up is as follows:

5.2.2 Scope of audit

Performance of the Presses for 1993-98 was reviewed during June to August 1998. Audit findings are as follows.

5.2.3 Low capacity utilisation

Annual capacity : The Director of Printing is responsible for fixing annual capacity for printing works in the press after considering all relevant (both controllable and uncontrollable)¹ factors. The capacity utilisation of a press is fixed with reference to the men-in position/machines installed and working (excluding unserviceable machines). Annual capacity is revised from time to time keeping in view the work force and availability of machines. Last revision in capacity had taken place in January 1994 and further revision has long been due.

In 1994, the Director had directed that the endeavour of the presses should be to achieve maximum / optimum capacity utilisation vis-à-vis their determined capacity which should in no case be less than 60 *per cent* in respect of letter press machines and 75 *per cent* in respect of offset machines.

Test check disclosed gross under utilisation of capacity in all the presses. The average under utilisation varied from 31 to 44 *per cent* during 1993-98. It was further noticed that the threshold level of performance was not achieved even once during the five years period from 1993-98. The decline was perceptible in the last three years - from 44 *per cent* in 1995-96, the utilisation declined to 40 *per cent* in 1996-97 and 31 *per cent* in 1997-98. The overall performance could have been further disappointing had it not been for the comparatively better utilisation achieved by Government of India presses in Gangtok (63-79 *per cent*), Mumbai (64-104 *per cent*) and Chandigarh (67 *per cent*) during this period.

Under performance was evident in some GOI Presses - 27 *per cent* in LPU², Minto Road, New Delhi (1994-95); 15 and 19 *per cent* in PLU3, Minto road,

There was gross under utilisation of capacity in all Government of India Presses.

¹ Controllable factors related to absenteeism, machine ready time, daily cleaning, weekly cleaning, monthly cleaning, electrical defects, mechanical defects and stoppage and uncontrollable factors related to situations of power failure, no work, paper shortage and staff shortage and any other contingent factor.

² Letter Press Unit

New Delhi in 1993-94 and 1994-95 respectively. Utilisation was also poor in Faridabad (17 per cent during 1997-98), 22 per cent in Ring Road Press, New Delhi (1993-94 and 1997-98), between 17 and 28 per cent (1993-94 to 1997-98) in Santragachi Publication Unit, 26 per cent in Aligarh (1997-98) and 30 per cent in Nasik (1997-98). This indicated inefficient functioning of the Presses.

Year-wise percentage of capacity utilization of 19 Presses

S. No	Name of the Press	1993-94	1994-95	1995-96	1996-97	1997-98
1.	Minto Road (LPU)	37	27	34	50	43
2.	Faridabad (LPU)	45	48	53	43	34
3.	Minto Road (PLU)	15	19	38	40	31
4.	Faridabad (PLU)	26	30	34	28	17
5.	Ring Road, New Delhi	22	28	27	50	41
6.	Nilokheri	31	41	45	36	31
7.	Gangtok	70	70	79	56	63
8.	Bhubaneswar	41	48	49	36	31
9.	Koratty	46	50	49	41	36
10.	Santragachi (Publication Unit)	21	21	20	28	17
11.	Santragachi (Forms Unit)	26	44	47	31	26
12.	Calcutta (Temple Street)	52	43	50	45	30
13.	Aligarh	32	32	30	33	26
14.	Bombay	51	90	64	104	97
15.	Chandigarh	56	68	67	50	35
16.	Coimbatore	52	58	53	56	40
17.	Mysore	37	59	51	46	44
18.	Nasik	41	48	45	40	30
19.	Shimla	46	47	49	52	57
		36%	42%	44%	40%	31% ⁴

Managers of five Presses attributed the lower capacity utilisation to factors such as idle machine hours due to lack of oiling and cleaning, roller adjustment, lack of skilled personnel and absence of motivation, shortage of power, etc. GOI presses at Coimbatore, Shimla and Bhubaneswar attributed the high percentage of idleness to low utilisation arising from absenteeism, mechanical and electrical defects, power shortage and non-supply of spare parts, etc.

The Ministry also attributed the reasons for lower capacity utilization due to old and obsolete machinery, mismatch in crew due to ban on filling up of posts and mechanical and electrical defects, etc. The Ministry further stated that studies were being undertaken for fixing the revised capacity.

These constraints were easily identifiable and could have been overcome through effective managerial superintendence and control, which were lacking in the Government of India Presses. The Director was required to monitor capacity utilisation through Monthly Control Returns received from the presses and initiate appropriate remedial action.

³ Photo litho Unit

5.2.4 Idle manpower

During 1993-94 to 1997-98, 28.87 lakh machine hours and 73.71 lakh labour hours were lost.

In respect of all the 21 Government of India presses, 2887296 machine hours and 7370652 labour hours were lost during 1993-94 to 1997-98 as is evident from the table below.

Total machine and labour hours lost during 1993-94 to 1997-98

Year	Machine Hours Lost	Labour Hours Lost
1993-94	583313	1371196
1994-95	563850	1518984
1995-96	604807	1482785
1996-97	604603	1512136
1997-98	530723	1485551
Total	2887296	7370652

The reasons for such high idle labour and machine hours were attributed to shortage of staff, old machines, non-availability of paper, insufficient allotment of work, frequent mechanical and electrical break-down, ink cleaning, corrections, failure of electricity, etc. These explanations, do not, however, fully explain the low productivity of GOI Presses, as capacity of every press was determined every year after considering all constraints. It would, thus, be seen that absenteeism, shortage of papers (as shown in the table below) were evidently controllable and could have been overcome through proper and timely management action. Besides, absence of any work order with presses at Coimbatore, Bhubaneswar and Aligarh also contributed to idle manpower, which could have been avoided through proper planning. Some instances are as follows:

Absenteeism

Year	Percentage	Presses
1994-95	24	Minto Road
1994-95	35	Faridabad L.P.
1996-97	29	Coimbatore
1996-97	25	Aligarh
1997-98	22	Bombay
1997-98	27	Faridabad

Paper shortage

Year	Percentage	Presses
1996-97	12	Mumbai
1996-97	6	Faridabad
1997-98	16	Nilokheri
1997-98	39	Temple Street, Calcutta
1997-98	23	Chandigarh
1997-98	22	Faridabad

No work

Year	Percentage	Presses
1995-96	11	Coimbatore
1996-97	10	Bhubaneswar
1997-98	8	Aligarh

In 14 presses, the percentage of idle labour hour to available labour hour varied from 6 to 86 per cent as detailed below:

S.No	Name of the Press	Percentage of idle labour hour to available labour hour	Percentage of idle machine hour to available machine hour
1.	Government of India Press, Koratty	15 to 20	57 to 63
2.	Government of India Press, Nasik	22 to 36	65 to 76
3.	Government of India Patent Press, Mumbai	27 to 33	27 to 33
4.	Government of India Press, Calcutta Temple Street	34 to 55	34 to 56
5.	Government of India Press, Calcutta (Publication Unit)	19 to 49	19 to 49
6.	Government of India Press, Calcutta (Forms Unit)	55 to 70	55 to 68
7.	Government of India Press, Simla	76 to 86	48 to 55
8.	Government of India Text Book Press, Bhubaneswar	61 to 66	49 to 64
9.	Government of India Press, Gangtok	6 to 8	6 to 16
10.	Government of India Press, Mysore	19 to 24	55 to 68
11.	Government of India Press, Coimbatore	49 to 63	51 to 55
12.	Government of India Press, Nilokheri	12 to 13	53 to 62
13.	Government of India Press, Faridabad (LPU)	25 to 51	49 to 60
14.	Government of India Press, Faridabad (PLU)	63 to 78	67 to 78

The percentage of idle labour hour during 1993-98 was much higher contributing to poor utilisation of available manpower. During 1993-98, in these 14 presses the percentage of idle machine hour to available machine hour ranged between 6 per cent to 78 per cent.

Loss due to idleness

It was also difficult to quantify the consequential loss of such idleness. Deficient costing and non-adoption of commercial principles of accounting had rendered the determination of such loss, difficult. Test check, however, revealed that in GOI presses in Coimbatore and Shimla 8069 and 60708 machine hours were lost during April 1997 to March 1998 and 1993-94 to 1997-98 respectively due to 'no work' and 329137 hours lost due to absenteeism, shortage of staff, cleaning, power break down and sorting, etc. which resulted in financial loss of Rs 10.51 crore based on hourly rate fixed by the Director of printing. In Mysore, Chandigarh, Aligarh, Faridabad, Nilokheri, Koratty, Mumbai, Bhubaneshwar, Santragachi (Forms Unit) and Minto Road, New Delhi despite machine hours lost due to 'no work', the quantum of financial loss could not be worked out in these presses.

The Ministry stated, in January 1999, that the Presses do not have control on the flow of work and have to carry out the jobs entrusted to them and can not pick and choose the work and since it is a Government Department working on the basis of "no profit no loss" basis, the concept of loss perceived may not be appropriate.

The reply of the Ministry is untenable in view of the commonly assumed parameter of efficiency within which all agencies of Government are to function and expected to improve their efficiency through better management practices. Besides, it is not correct to assume that since it is a Government Department, wasteful expenditure should not be a cause for concern.

5.2.5 Low productivity

The Director of Printing determines production capacity of each press in sheet impressions from time to time with reference to the available workforce in the press.

Test checks revealed that the productivity per man (sheet impression) had decreased sharply in four Presses during 1997-98 as under:

Government of India Press, Gangtok: from 1.42 lakh sheet impressions per worker in 1995-96 to 0.73 lakh sheet impressions in 1997-98.

Government of India Press, Chandigarh: the production per worker had decreased from 2.39 lakh impressions during 1994-95 to 1.29 lakh impressions in 1997-98.

Government of India Press, Faridabad : Productivity decreased from 1.76 lakh impressions per worker during 1995-96 to 0.90 lakh impressions in 1997-98.

Government of India Press, Shimla: the annual sheet impression per worker had decreased from 0.45 lakh during 1993-94 to 0.34 lakh in 1997-98.

5.2.6 Higher cost of printing in GOI presses vis-a-vis private presses

Cost effectiveness not achieved due to large administrative overheads.

5.2.6.1 Test check revealed that higher cost of printing charges by GOI presses as compared to the private presses was impacting on the viability of the presses. Mention was made in the Report of the CAG of India for the year ended 31 March 1996 (No 06 of 1997) Union Government, Post and Telecommunication, that GOI Press, Ring Road, New Delhi had preferred a claim of Rs 20.68 lakh for printing work done on behalf of Department of Telecommunications, though a private printer had offered to undertake the same job at Rs 1.93 lakh.

5.2.6.1.1 Further test check revealed that Chief Electoral Officer, Bihar had paid widely varying rates for printing ballot papers concurrently through a private press and Government of India press in February 1998. The cost of printing per ballot paper by the private press had ranged between 33 and 35 paise, for which the Government press had worked out 95 to 97 paise for printing, the paper was supplied by the Chief Electoral Officer, Bihar in both the cases.

The Ministry stated in January 1999 that since majority of jobs are time-bound, involving many layers of verification and per unit cost would in absolute term be higher. This is not tenable as in the above mentioned cases are of similar type of jobs, executed by GOI Presses and private printers within the same time bound period.

In another instance, payment of Rs 2.79 lakh on a confirmed printing of taking Artpulls of 130 pages of Kuvi-Oriya-English dictionary work executed by the Press at Bhubaneswar, indented by Central Institute of Languages, Mysore had been withheld since February 1996, as the composing cost per page was allegedly more than Rs 2000 per page against the prevailing market rate of Rs 50 per page.

5.2.6.2 In this context, as stated in the Report of the CAG (No 6 of 1997), there is an urgent need for examination of the efficiency and system of costing in Government presses so that the printing cost of Government document in the press are comparable to those in the private sector and the Government departments are not made to bear the burden of prohibitive cost of running the Government presses⁴.

⁴ The costing system being followed in Government of India presses provides for recovery of printing costs from the indenters. The existing costing formula is based on "No Profit No Loss" basis. The cost of printing recoverable from the inventors is arrived at by first computing the hourly rate on the basis of the total payments made to the operatives of the respective cost centre i.e., by dividing the total expenditure on account of direct labour cost by the number of hours put in by the cost centre. To this is added the percentage of overheads i.e., all administrative expenditure, such as payments made to the supervisory, auxiliary staff, interest on capital and building and also the cost of paper and binding materials. This policy of printing of documents in Government presses entails liability on the various departments towards printing cost upto 10 times the cost of printing through private presses.

The Ministry stated in January 1999 that the Director of Printing has been advised to bring down the cost and improve the quality. For realization of cost the introduction of page rate formula replacing the existing costing system is under consideration of the Government.

5.2.7 No Objection Certificates to ministries and departments

Issue of large number of NOC underscored the infrastructural inadequacies.

5.2.7.1 During 1993-94 to 1997-98, the Director of Printing issued 225 'No objection certificates' to various ministries and departments for getting the printing work done due to non-availability of paper as specified by the indentors and the limited time provided for printing. Audit scrutiny revealed that the types of works for which No Objection Certificates were issued related to printing of mostly accounts and reports, which was an annual feature of ministries/departments. The requirements of ministries and departments though at times be emergent, exclusive and time-bound that required outside printing, yet, Director of Printing needed to identify its inadequacies and overcome them in order to keep pace with the changes in printing technology that would ensure quality, cheaper cost and faster delivery. Alternatively, the viability of the Government Press itself should be reviewed critically.

5.2.7.2 The Ministry stated, in January 1999 that a conscious decision has been taken to reduce printing from private printers and issue No Objection Certificates on merits i.e. wherever, any job could not be undertaken in Government Presses as per the requirement of the indenting departments.

5.2.8 Lack of modernisation in Government of India presses.

5.2.8.1 Out of 21 presses, 16 were more than twenty-five years old. Of these, eight presses were following the offset printing technology, seven were having photo litho and letter press technology⁵ and the remaining six were still following the old letter press technology. The machinery and equipment in most of these presses were more than 10 years old and in some cases more than twenty years old.

5.2.8.2 Slow progress of modernisation

Slow progress of modernisation in Government of India Presses.

Test check of two presses namely Government of India Press, Ring Road, New Delhi and Government of India Press (Letter Press Unit) Fariadabad disclosed that in these two presses where initiatives have been taken, the progress of modernisation was slow.

The progress of modernisation of Government of India Press, Ring Road, New Delhi approved in September 1993 at a total cost of Rs 5 crore and partial modernisation of Government of India Press (LPU) Faridabad in January 1997 at a total cost of Rs 1.55 crore was slow. In respect of Ring Road Press only Rs 2.77crore out of the estimated cost of Rs 5 crore had been incurred between

⁵ Letter Press Technology is the old technology. In this technology printing is done after composing the matter using metal types. This technology is being replaced by the modern offset printing technology. Presses/Units using this technology are called photo litho units. In this technology composing is done using desktop publishing on computers. Printing is done after taking photo, making negatives and plates.

1992-93 and 1997-98. The reason for non-utilisation of funds provided for modernisation of presses was stated to be non-finalisation of purchase and specification for machinery by the Ministry, non-receipt of estimates for civil and electrical works from the CPWD and lack of training to the personnel in offset stream. As regards partial modernisation of Government of India Press, Letter Press Unit, Faridabad, the progress was similarly slow.

5.2.8.3 Depreciation Fund

Further as per departmental instructions depreciation fund is to be maintained to provide a reserve, sufficient to meet the cost of the renewal and replacement of plant, machinery and furniture in order, so that the Press may be kept automatically in an efficient working condition. The fund shall be treated as a deposit in the Government account and receipt due to the fund shall be credited immediately prior to the closing of the accounts of each financial year on the basis of the actual amount of depreciation worked out during the year.

Test check revealed that 66 letter press printing machines, though declared unserviceable in 7 Presses during 1984-97, had not been replaced though depreciation fund of Rs 1106.05 lakh was available with these Presses (**Annex B**).

Out of 21 Presses, 20 had depreciation fund of Rs 19.65 crore. Although depreciation fund was available, still separate provision was also made for modernisation/replacement in four Government of India Presses; Coimbatore: Rs 15.48 lakh, Mayapuri/Minto Road: Rs 5 crore and Faridabad : Rs 1.55 crore but unserviceable / obsolete machinery were not replaced, thus defeating the very purpose of creating the depreciation fund.

Depreciation Fund of Rs 19.65 crore not utilised for replacement/ renewal of Plant and Machinery.

5.2.8.4 The Director of Printing stated in August 1998 that the modernisation of Government of India Presses through replacement of machinery and equipment had been taken up in a phased manner. Out of 21 presses, eight have been modernised with offset printing technology, seven presses have been partially modernised, one press is under process of modernisation and five presses are continuing with old technology. Further modernisation of Government of India presses will depend upon the Cabinet decision of June 1997 and assurance of enough work from all ministries/departments and also provision of adequate funds.

5.2.8.4.1 In this Context, it is imperative that the Ministry follows up the Cabinet decision of June 1997 that the Cabinet Secretary, in association with the Ministry of Urban Development and user departments may examine in detail the position of Presses and recommend either retention after their modernisation or closure.

5.2.9 Financial and accounting shortcomings

5.2.9.1 Failure to prepare Proforma Accounts.

5.2.9.1.1 The presses had not implemented the recommendation of Public Accounts Committee (paragraph 1.29 of their 64th Report - 5th Lok Sabha)

and subsequent instructions of the Ministry of Works and Housing issued in December, 1982 to switch over to the commercial system of accounting from 1 April 1983 that required them to maintain Proforma Accounts in the prescribed formats by preparing manufacturing accounts, profit and loss accounts and balance sheets along with five schedules. Therefore, the working results of any of the presses could not be ascertained in audit.

The Presses have not accounting system despite PAC's recommendations.

The Ministry stated in January 1999 that the recommendations made by the PAC were carefully considered but commercial accounting could not be introduced in the Presses due to the following constraints:

- The commercial pattern of accounting is linked with the commercial pattern of costing. As the system of costing continues to be on the basis of 'no profit no loss', commercial pattern of accounting could not be implemented.
- Preparation of commercial accounting requires trained staff. Due to lack of expertise and ban on direct recruitment, it has not been possible to initiate the process.
- In majority of the cases, in Delhi-Faridabad Complex, the jobs received are time sensitive and have to be done on urgent basis. Therefore, the commercial pattern may not be appropriate for the jobs handled in the Government of India Presses, particularly in Delhi-Faridabad Complex.
- The Government has been considering restructuring of Government of India Presses, including closure of certain Presses and transfer of some other units. Therefore, the issue of finalising the introduction of commercial pattern could not be pursued further. However, on finalisation of restructuring and the page rate formula, the commercial pattern of accounting will be introduced.

5.2.9.2 Delay in preparation of proforma accounts

Delay in preparation of Proforma Accounts

5.2.9.2.1 Proforma Accounts for a financial year are required to be completed for submission to Audit not later than the end of September of the following year. Significant delays varying from 12 to 60 months were noticed in all presses in the preparation of Proforma Accounts. In case of Bhubaneswar press these accounts had not been prepared and submitted since 1993-94. **(Annex C)**

The Ministry stated in January 1999 that all efforts were being made to bring the proforma accounts uptodate in all the presses.

5.2.9.3 Billing and dues realisation

Government of India Press undertakes printing jobs on behalf of other departments. The cost incurred on printing is recovered from them on the basis of the cost of materials, labour and overheads. The Managers of the presses are responsible for realisation of the cost. The hourly labour rate is fixed by

the Managers of the government press after preparation of the proforma accounts. Where, however, the proforma accounts are not ready immediately, the manager of the press issues the bill to the indenting department on provisional basis. They are expected to issue supplementary bills immediately on preparation of the proforma accounts and fixing of the hourly labour rates.

Due to abnormal delays in preparation of proforma accounts by the press raising of supplementary bills was delayed resulting in huge accumulation of outstanding dues from the indenting departments.

Test check in audit revealed that in ten presses during 1993-98 against the value of work done to the extent of Rs 241.04 crore only Rs 150.41 crore were realised.

5.2.9.3.1 Rs 136.99 crore were outstanding as on 31 March 1998 against various ministries/Government departments. The outstanding included Rs 76.40 crore pertaining to the last five years and the remaining balance of Rs 60.59 crore were outstanding from five to 22 years. In respect of four presses the outstanding dues of Rs 23.09 crore as on 31 March 1994 had gone up to Rs 33.85 crore as on 31 March 1998 (**Annex D**). In addition to above bills amounting to Rs 60.74 crore could not be raised due to delay in preparation of proforma accounts by the G.O.I. Presses.

Rs 136.99 crore were recoverable from various ministries.

The Ministry stated in January 1999, that efforts were being made to recover the dues from all indentors.

5.2.9.3.2 Under recovery of Rs 8.34 crore

In Para No. 14.1.7 of Audit Report No. 2 of 1997, Audit pointed out that bills for Rs 12.07 crore and Rs 18.17 crore in respect of Forms Unit and Publication Unit respectively had not been raised for the period 1987-92. By 1997 the figure increased to Rs 37.16 crore and Rs 31.99 crore for Forms Unit and Publication Unit respectively.

The Manager of the press delayed preparation of the Proforma accounts.

The Managers of Forms Unit and Publication Unit of Government of India Press, Santragachi, have not prepared the proforma account in time for many years. They are required to prepare the proforma accounts for each financial year not later than 30 September of the following financial year. The accounts for 1991-92 to 1996-97 were prepared late by 22 to 30 months and 22 to 33 months in respect of Forms Unit and Publication Unit respectively. As of 30 November 1999, the proforma accounts of both the Forms Unit and Publication Unit were in arrears by two years each. Since the initial expenditure on the printing jobs of the indenting officers/departments is booked against the budget provision of the press, delay in realisation of the cost of printing depicts an incorrect view of the accounts of the press and of the indenting departments. The delay in preparation of the proforma accounts also deprives the press management and the Government of information necessary for review of performance.

The manager raised supplementary bills for Rs 8.34 crore only at the instance of Audit.

Even after belated proforma accounts and fixing of hourly rate, the supplementary bills for Rs 7.65 crore were not raised until pointed out by Audit.

The Manager claimed only Rs 48.61 lakh towards cost of paper against actual consumption of paper worth Rs 1.17 crore.

Sample-check of the bills raised by Forms Unit and Publication Unit revealed that even where the bills were raised, there was undercharge of labour cost (Rs 7.65 crore) and cost of paper (Rs 0.69 crore) as detailed below:

(a) The Manager of Publication Unit raised provisional bills on account of printing of the Indian Trade Journal of the Director General of Commercial Intelligence and Statistics for Rs 2.05 crore relating to the printing jobs undertaken during 1991-95 between May 1991 and March 1995 on the basis of labour rates prevailing during 1986-87 and 1988-89. As per the hourly labour rates later fixed for the corresponding years, the amount chargeable for this job was Rs 9.70 crore in place of provisional bills of Rs 2.05 crore. Even after the proforma accounts of 1991-92 to 1994-95 were finalised during March 1995 to September 1997, the Manager not only delayed fixing of hourly labour rates by 12 to 42 months after finalisation of the proforma accounts, but did not raise supplementary bills for Rs 7.65 crore on the basis of belatedly revised hourly labour rates until pointed out by Audit in August 1999.

(b) The Manager of Forms Unit raised eight bills against Superintendent, Postal Store, Calcutta and Deputy Director of Income Tax (RSP & PR) and claimed only Rs 48.61 lakh towards the cost of paper against actual consumption of paper worth Rs 1.17 crore resulting in under-recovery of paper cost of Rs 68.72 lakh.

The Ministry stated in August 1999 that supplementary bills have since been raised on receipt of audit observations and the reasons for short billing would be looked into and efforts were being made to reduce the delay in preparation of proforma accounts. The payment in respect of the bills are yet to be received by the press.

Since, the expenditure is originally charged to the budget grant of the press, the delay in preparation of the proforma accounts and recovery of the actual cost of printing depresses the accountability of the Manager to recover the cost of printing and the budget of the press Consolidated Fund of India continues to be loaded with the charge on account of the printing jobs of other departments/non-government units inappropriately.

It is recommended that Ministry may carry out internal audit of all bills raised on provisional basis for works done from 1991 in all presses to assure that supplementary bills have been raised in all cases. Ministry may also institute a system of accountability under which the Managers of different presses are made personally responsible for ensuring that the amounts spent on printing, which are initially charged to the budget grant of the department, are actually claimed and realised in accordance with a fixed time-schedule.

5.2.10 Delay in delivery

5.2.10.1 For long order jobs, under the current procedure, bills are drawn only after the dispatch of all printed matters, which led to inordinate delay in preferring claims. In respect of four presses i.e. in Koratty and Mysore Presses 323.04 lakh copies of printing material and 68 jobs respectively printed during 1993-94 were lying undelivered since then, the value of which was not made available to audit. In Santragachi Press (Forms Unit), West Bengal, 35.06 lakh copies and 24.80 lakh pads / books valuing Rs 116.72 lakh were lying undelivered since 1986 to 1993 and in Bhubaneswar Press 73 printing jobs worth Rs 145.89 lakh were lying undelivered from May 1994 to March 1997.

The Ministry stated in January 1999 that necessary instructions have been issued to all the presses to clear the backlog and not to allow any accumulation in future.

5.2.11 Delay in completion of jobs

5.2.11.1 Effectiveness implies completion of all indents received for printing within a reasonable time frame, preferably during the year of receipt. Test check revealed several instances of delays during 1993-98 (**Annex E**). Out of 47332 jobs received during this period, 5235 jobs remained incomplete as on 31 March 1998. Test check of five Government of India Presses i.e. Mysore, Calcutta, Form unit, Bhubaneswar, Gangtok and Koratty revealed that 23 per cent to 54 per cent jobs remained incomplete during 1993-98. The reasons for incomplete jobs were attributed to non-finalisation of final proofs, inadequate printing capacity, shortage of manpower, correction in proof reading, poor utilisation of machine hours and poor performance of printing jobs.

37 jobs remained incomplete for five to ten years in Text Book Press, Bhubanshwar as detailed below:

Year of receipt	No of jobs
1988-89	16
1889-90	7
1990-91	4
1991-92	5
1992-93	5

Idling of Rs 54.99 lakh due to non-completion of jobs.

As of June 1998, all these jobs were either not executed or partially executed leading to part supply of material. Non-completion of these jobs resulted in idling of Rs 54.99 lakh for the cost of paper alone, which could not be claimed from the indentors.

The Ministry stated in January 1999 that detailed analysis will be done and the remedial measures will be taken to avoid such delays in completion of jobs.

5.2.12 Deficiencies in stores accounting and utilisation of stores

5.2.12.1 Missing stores

The physical verification of consumable and other articles available in stock is to be conducted annually by staff other than that of the stores branch and excesses/shortages, if any, found should be reported to competent authority for sanction and necessary adjustment.

Stores valuing Rs 67.57 lakh were found short/ missing.

In Mysore and Nasik presses, stores valuing Rs 67.57 lakh were found short/missing during physical verification conducted in 1996 and 1998.

The Ministry stated in January 1999 that efforts are being made to reconcile the missing stocks.

5.2.12.2 Stores lying idle

Idle investment of Rs 2.75 crore.

As mentioned in para 9.4 of the Report of the CAG of India for the year ended 31 March 1994 (No 2 of 1995) of the Union Government (Civil), Government of India Printing presses located at Nasik and Aligarh had not utilised two Envelope Making Machines procured at Rs 2.75 crore : Rs 1.50 crore by Nasik and Rs 1.25 crore by GOI Press, Aligarh in December 1990 and June 1992. The machine could not be installed due to technical problems. As such the two machines imported at Rs 2.75 crore resulted in idle expenditure defeating the very purpose of procurement.

The Ministry stated in January 1999 that both the machines have since been installed and are in productive use. To investigate the delay in installation, Central Bureau of Investigation had registered the case. Further progress was awaited as of February 1999.

Besides, in six presses (Mysore, Nasik, Koratty, Calcutta, Minto Road, New Delhi and Bhubaneswar) paper worth Rs 536.65 lakh and printing material valued at Rs 4.60 lakh were lying unused since 1989 - 1995.

The Ministry stated in January 1999 that efforts were being made to rationalise procurement to ensure that over stocking of slow moving items is reduced to the minimum.

5.2.12.3 Damaged stores

In three presses of Calcutta, damaged stock of paper valuing Rs 23.56 lakh due to improper godown conditions was awaiting disposal as on 31 March 1998.

The Ministry in their reply in January 1999 assured to dispose off the damaged stock of paper.

5.2.12.4 Excessive accumulation of stores

Spares valuing Rs 48.86 lakh were lying unutilised for the period ranging 3 to 20 years.

Government of India Press, Nasik had accumulated various type of spare parts excessively procured between November 1977 to January 1994. Out of 14 items valuing Rs 62.25 lakh available at the end of 1992-93 spares worth Rs 3.05 lakh and Rs 10.34 lakh in respect of Numbering Boxes and Mono Matrices & Lino Founts were utilised in 1993-94 and 1996-97 respectively leaving a balance of Rs 48.86 lakh at the end of March 1997. Thus, spares valuing Rs 48.86 lakh were lying unutilised for the period ranging from three to 20 years.

The Ministry stated in January 1999 that efforts were being made to utilize the available stock.

5.2.12.5 Non-disposal of stores

In 13 presses, obsolete/unserviceable machines/articles were lying undisposed for 10 to 30 years (**Annex F**)

5.2.13 Waste paper

In 1983, the percentage of spoilage/wastage to be allowed on the offset machines and Letter Press Rotaries in Government presses was prescribed. The purpose behind the fixation of particular percentage of wastage is to avoid the excess wastage, which could be ascertained only after scrutiny of output details after actual performance.

Test-check disclosed that the presses did not maintain monthly account of stock of salvage paper in the absence of which the correctness of the prescribed percentage limit fixed by the Directorate of Printing could not be verified in audit.

Improper accountal and disposal of waste paper.

However, it was noticed that as on 31 January 1998, 98.110 tonne of waste paper were lying in GOI Press, Koratty for disposal besides 42.674 tonne of waste paper valuing Rs 2.40 lakh were found short, for which no action was taken by the Press. Similarly, 89 tonne of waste paper valuing Rs 10.19 lakh were lying undisposed since April 1996 at GOI Press, Calcutta.

The Ministry stated in January 1999 that the Presses would be directed to maintain the records of salvage paper. It was further stated that all steps are being taken to dispose off the waste paper.

5.2.14 Monitoring and evaluation

A test check of the records revealed that the system of supervisory control, monitoring and review was not followed regularly to evaluate the working of the Presses either by the Directorate of Printing or by the Ministry during 1993-98, nor any periodical evaluation study was conducted.

Similarly, the records did not indicate the complaints received from the indentors in the Presses and their follow up action taken, if any with a view to

ascertaining whether the service was being rendered to the satisfaction of the clients.

5.2.15 Conclusion

5.2.15.1 The under utilisation of capacity and avoidable idleness have eroded the competitive advantage of the Government presses. The advent of modern technology, liberalised import of state-of-the-art machinery has led to rapid proliferation of private presses, which provide more efficient and cost effective service. Cost effectiveness is also inherently not achievable in Government of India Presses in view of large administrative overheads. In addition, the specialised requirements of the ministries and Government departments have posed new challenges to them.

It is recommended that the ministry should examine critically the need for continuing the Government presses in the light of inherent limitation in improving their performance, quality and cost-effectiveness, besides large scale infrastructure of quality printing facilities available in the private sector.

Annex - A

(Refers to paragraph 5.2.1.1)

The following Presses and Branches, which function as, separate units, each under a Head of Office as shown against them.

S. No	Name of the Press or Branch	Designation of Head of the Press/Branch	Number of workers in position as on 01/03/98
1.	Govt. of India Press (LPU), Minto Road, New Delhi	Manager	810
2.	Govt. of India Press (PLU), Minto Road, New Delhi	Manager	487
3.	Government of India Press (Pub. Unit) Santragachi	Manager	749
4.	Government of India Press, (FU) Santragachi	Manager	770
5.	Government of India Press, Nasik	Manager	858
6.	Government of India Press, Faridabad	Manager	884
7.	Government of India Photo Litho Press, Faridabad	Manager	194
8.	Government of India Press, Simla	Manager	366
9.	Government of India Press, Aligarh	Manager	686
10.	Government of India Press, Temple Street Calcutta	Manager	320
11.	Government of India Press, Rashtrapti Bhawan, New Delhi	Office-in-charge in rank of Asstt. Manager (Technical)	65
12.	Government of India Press, Nilokheri	Manager	451
13.	Government of India Press, Gangtok	Office-in-charge in the rank of Asstt. Manager (Technical)	67
14.	Government of India Press, Coimbatore	Manager	655
15.	Government of India Press, Koratty	Manager	338
16.	Government of India Press, Ring Road New Delhi.	Manager	1130
17.	Government of India Text Books Press, Mysore	Manager	136
18.	Government of India Text Books Press, Bhubaneshwar	Manager	184
19.	Government of India Text Books Press, Chandigarh	Manager	273
20.	Government of India Patent Printing Press, Bombay	Office-in-charge in rank of Asstt. Manager (Technical)	46
21.	Government of India Press, Staff College, Wellington	Office-in-charge in rank of Asstt. Manager (Technical)	30
	Total		9499

Annex - B

(Refers to paragraph 5.2.8.3)

(a) Details of machines lying unserviceable but not replaced though Depreciation funds were available.

Sl. No	Name of the Press	Total no of machines declared unserviceable	Period since when lying unserviceable	Depreciation fund available (Rs in lakh)	Year of proforma account
1	GIP Koratty	17	1984		
		2	1994	107.94	N.A
2	Minto Road (LPU)	15		396.63	1993-94
3	Rashtrapati Bhawan	2		10.00	1996-97
4	Mayapuri	15	1985		
		2	1993	164.08	1995-96
5	Shimla	6	1985	45.16	1996-97
		3			
6	Coimbatore		1963-64	90.84	1997-98
7	Chandigarh		70-71 to 87-88	76.07	1997-98
8	Gangtok	-	-	6.86	1996-97
9	Aligarh		-	69.32	1995-96
10	Nilokheri		1958-71	59.44	1995-96
11	Faridabad (LPU)	3	1957-97	284.71	1996-97
12	Faridabad (PLU)	1	1978	97.53	1996-97
13	Wellington			4.83	1993-94
14	Santragachi (Publication Unit)			90.47	1997-98
15	TSP, Calcutta			28.70	1997-98
16	Santragachi, (Form Unit)			55.44	1997-98
17	Mysore			107.67	1996-97
18	Mumbai			6.59	1991-92
19	Nasik			190.34	1997-98
20	Bhubaneshwar			72.79	1991-92
	Total	66		1965.41	

Annex - B

(b) The Depreciation fund available in respect of 66 machines declared unserviceable with the concerned Presses was Rs 1106.05 lakh as under:

Sl. No	Name of the Press	Depreciation fund available (Rs in lakh)
1	GIP Koratty	107.94
2	Minto Road (LPU)	396.63
3	Rashtripati Bhawan	10.00
4	Mayapuri	164.08
5	Shimla	45.16
6	Faridabad (LPU)	284.71
7	Faridabad (PLU)	97.53
	Total	1106.05

Annex - C

(Refers to paragraph 5.2.9.2.1)

Position of Proforma Account of Govt. of India Presses as on 30.11.98

S. No	Name of the Press	Prepared upto	Period of delay in months
1.	Minto Road [PLU]	1993-94	48
2.	Minto Road [LPU]	1993-94	48
3.	Ring Road, N.D.	1996-97	12
4.	Rashtrapati Bhawan, New Delhi	1996-97	12
5.	Shimla	1996-97	12
6.	Nilokheri	1994-95	36
7.	Faridabad	1996-97	12
8.	Faridabad [PLU]	1996-97	12
9.	Aligarh	1996-97	12
10.	T.S. Calcutta	1994-95	36
11.	Santragachi [Form Unit]	1994-95	36
12.	Santragachi [Publication Unit]	1994-95	36
13.	Gangtok	1996-97	12
14.	Coimbatore	1996-97	12
15.	Koratty	1996-97	12
16.	Wellington	1993-94	48
17.	Nashik	1996-97	12
18.	Mumbai	1995-96	24
19.	Chandigarh [Text Books]	1996-97	12
20.	Bhubaneshwar [Text Book]	1992-93	60
21.	Mysore [Text Book]	1996-97	12

Annex - D**(Refers to paragraph 5.2.9.3.1)****Details of presses whose outstanding dues considerably increased as on
31.3.98****(Rs in lakh)**

S.No.	Name of the Press	Dues outstanding as on	
		31.3.94	31.3.98
1.	GOI Press, (Letter) Faridabad	759.75	1667.63
2.	GOI Press, (Photolitho) Faridabad	450.19	564.37
3.	GOI Press, Simla	270.96	308.17
4.	GOI Press, Nilokheri	828.47	844.72
	Total	2309.37	3384.89

Annex - E

(Refers to paragraph 5.2.11.1)

Statement showing the details of jobs received and jobs remaining incomplete during 1993-94 to 1997-98

Sl No	Name of the Government of India Press	Opening Balance	No. of jobs received	Total jobs	No. of jobs completed	Incomplete jobs	Percentage of incomplete jobs
1	Bhubhaneshwar	-	458	458	240	218	48
2	Aligarh	215	767	982	818	164	17
3	Koratty	-	2085	2085	1608	477	23
4	Ring Road	-	15859	15859	15701	158	1
5	Nasik	373	2841	3214	2696	518	16
6	Bombay	-	638	638	586	52	8
7	Shimla	230	2247	2477	2215	262	11
8	Faridabad LPU	-	4852	4852	4477	375	8
9	Faridabad PLU	7	1467	1474	1245	229	16
10	Nilokheri	-	3829	3829	3565	264	7
11	Wellington	-	936	936	918	18	2
12	Coimbatore	1	3350	3351	2997	354	11
13	Mysore	-	1047	1047	553	494	47
14	Calcutta, Temple Street	678	1299	1977	1827	150	8
15	Calcutta PUP	220	1642	1862	1498	364	20
16	Calcutta FUP	530	1148	1678	769	909	54
17	Gangtok	-	613	613	384	229	37
	Total	2254	45078	47332	42097	5235	

Annex - F**(Refers to paragraph 5.2.12.5)****Details of obsolete/unserviceable machines/articles lying undisposed of**

S. No	Name of the Press	Particulars/ period	Numbers
	GOI Press, Nasik	Printing Machines 1991-95	5
	Patent Printing Press, Mumbai	1988	2
	Rashtrapati Bhawan, New Delhi		1
	Calcutta Temple Street Press	1983-95	30
	Publication Unit Press	-do-	35
	Forms Unit Press	-do-	8
	Nilokheri	1958 1971	4 4
	Faridabad (PLU)		4
	Faridabad (LPU)		17
	Minto Road (PLU)		25
	Coimbatore	Machine and Metal	2
	Koratty	Machines, Motors etc.	85
	Aligarh	Printing Machines	2