

**THIRTEENTH KERALA LEGISLATIVE ASSEMBLY**

**COMMITTEE  
ON  
PUBLIC ACCOUNTS  
(2014-2016)**

**SIXTY NINTH REPORT  
(Presented on 9th July, 2014)**



**SECRETARIAT OF THE KERALA LEGISLATURE  
THIRUVANANTHAPURAM  
2014**

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ON  
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**SIXTY NINTH REPORT**

**on**

**Action Taken by Government on the Recommendations contained in the  
53rd Report of the Committee on  
Public Accounts (2001-04)**

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## INTRODUCTION

I, the Chairman, Committee on Public Accounts, having been authorised by the Committee to present this Report, on their behalf present the 69th Report on Action Taken by Government on the Recommendations contained in the 53rd Report of the Committee on Public Accounts (2001-04).

The Committee considered and finalised this Report at the meeting held on 30th June, 2014.

Thiruvananthapuram,  
9th July, 2014.

DR. T. M. THOMAS ISAAC,  
*Chairman,*  
*Committee on Public Accounts.*

## **REPORT**

This Report deals with the Action Taken by Government on the recommendations contained in the 53rd Report of Committee on Public Accounts (2001-04).

The 53rd Report of Committee on Public Accounts (2001-04) was presented to the House on 12th August, 2003. It contained 17 recommendations relating to General Education Department. Government was addressed to furnish the SOAT on the recommendations contained in the Report on 25th August, 2003 and the final reply was received on 30th January, 2013.

The Committee examined the SOATs at its meeting held on 1-8-2007, 15-5-2012 and 17-7-2013. The Committee was not satisfied with the replies furnished on recommendation Nos. 1-3, 5-10 and 12-17 (Para Nos. 20-22, 24-29 & 31-36) and decided to pursue them further. These recommendations, Government replies and further recommendations of the Committee are incorporated in Chapter I of this Report.

The Committee decided not to pursue further action on the remaining recommendations in the light of the replies furnished by Government. These recommendations and Government replies are included in Chapter II of this Report.

### **CHAPTER I**

#### **RECOMMENDATIONS IN RESPECT OF WHICH ACTION TAKEN BY GOVERNMENT ARE NOT SATISFACTORY AND WHICH REQUIRE REITERATION**

#### **GENERAL EDUCATION DEPARTMENT**

##### **Recommendation**

*(Sl. No. 1, Para No. 20)*

1.1 The Committee notes that the General Education Department has taken more than 3 years in furnishing the 'Statement of Remedial Measures Taken' on the audit paragraphs relating to the working of Textbooks Office; The Committee views this lapse seriously. The Committee suggests that the Department ought to show more sincerity in giving timely replies to audit objections.

### **Action Taken**

1.2 Statement on Remedial Measures Taken is usually prepared based on the materials received from Director of Public Instruction. Inordinate delay is seen occurred on certain occasions, in receiving the details. The Director of Public Instructions is directed to avoid such delay.

### **Recommendation**

*(Sl. No. 2, Para No. 21)*

1.3 The Committee understands that lack of continuity in administration at the level of Textbooks Officer, adversely affected the successful working of the Textbook Office, a commercial establishment functioning under the administrative control of Director of Public Instruction. The Committee deplors the irresponsible attitude of the Textbook Officer (TBO) in keeping away from the discussion of Subject relating to Textbook Office and the Director of Public Instruction (in-charge) who failed to give convincing explanations to the queries regarding the functioning of Textbook Office. The Committee stresses the need for a system at Government level either for assessing the manpower requirements or to review the consequences of frequent changes of Textbook Officer. The Committee recommends that the Government should analyse this aspect seriously and find out a solution by providing incumbents, of at least two years or more tenure in the post of Textbook Officer so as to alleviate the inadequacies of the present administrative control.

### **Action Taken**

1.4 As per G.O. (Rt.) 4432/09/G.Edn. dated 23-10-2009 'printing' task of Textbooks was entrusted with Kerala Books and Publications Society as per G.O. (Rt.) 5267/2009/G.Edn. dated 15-12-2009 distribution of Textbook is also handed over to Kerala Books and Publications Society. The Supply of books to school has been done by online indenting system. The distribution of Textbooks has been done through Postal Department. Also, Kerala Books and Publications Society has introduced computerized accounting system for the smooth functioning of distribution of Textbooks. Government have appointed a co-ordinator for co-ordinating the above functions. Hence presently there is no relevance for fixing tenure in the post of Textbook Officers.

**Recommendation**

*(Sl. No. 3, Para No. 22)*

1.5 The Committee find exception to the Departments plea that the Textbook Office is not expected to raise revenue income each year to reduce revenue gap. The stand that the Textbook Office functions as a Government department on a non-profit motive, even though it is a commercial unit of Government, is also not tenable to the Committee. If the Government decides to supply textbooks free of cost of students in Std. I or continue with the old rate for the books printed as a matter of policy, provision would have been made in the budget to cover the cost of printing for the purpose. The Committee does not consider the explanations cited as a cause for the huge revenue gap of ₹ 45.79 crore from 1992-93 to 1997-98. The Committee, therefore, recommends that the General Education Department should take up the matter with the Government to set right the revenue gap and to streamline a better system of fixing price of textbooks so as to match the cost of printing and to avoid such heavy loss in future.

**Action Taken**

1.6 The price of revised textbooks for standards IV, V and X for the year 2004-2005 is enhanced by 20% so as to compensate the increased expenditure on account of printing.

**Recommendation**

*(Sl. No. 5, Para No. 24)*

1.7 The Committee observes that the Textbook Office has failed to prepare the pro forma accounts from 1987-88. The Committee remarks how the Textbook Officer would detect serious financial irregularities in the absence of authentic records in support of the bona fides of each transaction. Citing silly excuses like lack of experienced staff and T.A. ceiling to cover up their incompetency is not acceptable to the Committee. The Committee points out that the Director of Public Instruction cannot evade the responsibility of fulfilling administrative matters like the finalisation of pro forma accounts. Therefore, the Committee suggests that the backlog in preparation of pro forma accounts should be cleared and its preparation made up-to-date by streamlining the accounting system in Textbook Office so as to assess the financial position of the working of Textbook Office.



**Action Taken**

1.8 Finance Department has decided to engage/avail the service of the Institute of Public Auditors to liquidate the arrears in preparing pro forma accounts in the Departments of Water Transport, Insurance and Textbook Office. Necessary details relating to the Textbook Office has already been furnished to the Finance Department for preparation of pro forma accounts in respect of the Textbook Office at the earliest.

Pro forma accounts of Textbook Office from the year 1987-88 has to be prepared. The Institute of Public Accounts of India has already been engaged for preparing the pro forma accounts from 1987-88 to 2003-2004 and the work is in progress.

**Recommendation**

*(Sl. No. 6, Para No. 25)*

1.9 The Committee notices that the General Education Department or the Controller of Stationery does not seem to utilise the laboratory facility to evaluate the quality of samples produced by the Mills to be used in the printing of Textbooks. The samples are tested either by test running on printing press or by visual appraisal. The Committee finds that Kerala Books and Publications Society (KBPS) ensures the quality of paper to be used in the high speed Harris Web Offset Machine. But printing is also assigned to other firms where low quality paper can be used. The Committee, therefore, suggests to utilise the existing laboratory facility to the maximum to ensure the quality of paper to be used in all the printing works undertaken.

**Action Taken**

1.10 At present the Controller of Stationery is utilising the existing laboratory facilities to ascertain the quality of paper by conducting the tests of Grammage, Brightness, Gloss per cent, Breaking length, Cobb, Opacity, Stiffness, Folding endurance before recommending to the DPC for the purchase of paper and boards.

**Recommendation**

*(Sl. No. 7, Para No. 26)*

1.11 The Committee is of the opinion that if timely action had been taken by observing all the formalities of tender for the purchase of printing papers by accepting the cheaper offers in 7 case from 1993-94 to 1998-99 the extra expenditure to the tune of ₹ 3.96 crore could have been avoided. There have been cases of lower offers getting rejected on the ground of low quality while tenders not producing samples getting selected without assessing the quality of paper. This is a clear violation of tender specifications. The Committee recommends that the Department should take necessary steps to assess the quality of the paper at Department level before accepting the tenders and purchase of paper should be effected only through open competitive tender.

**Action Taken**

1.12 At present open competitive tender alone is invited for the purchase of paper and boards. In the tender notice it is stipulated that one reel of sample paper should be sent to the Kerala Books and Publications Society and 10 sheets of RA1 size paper to the Controller of Stationery for testing the quality of the paper. The Kerala Books and Publications Society ascertains the printability, paper specs, no. of reel joints, web strength, web winding, core strength etc. The tests of Grammage, Brightness, Gloss per cent, Breaking length, Cobb, Opacity, Stiffness and Folding endurance are conducted by the Controller of Stationery. Only those samples that satisfy the tender specifications are recommended to the DPC for purchase.

**Recommendation**

*(Sl. No. 8, Para No. 27)*

1.13 The Committee opines that the extra expenditure of ₹ 37.43 lakh incurred in purchase of paper from alternate sources could have been avoided, had the officers considered the existing order for reel paper for conversion into sheet papers. The Committee also finds no justification for meeting the freight charges by the Textbook Officer and for the incorrect interpretations of provisions in Stores Purchase Manual, causing huge loss to Government. The Committee therefore suggests the inclusions of paper specifications in the tender itself in future to prevent similar problems.

### **Action Taken**

1.14 At present open competitive tenders are invited by Controller of Stationery for the supply of paper in reels as well as in sheets. The quoted rates in the tenders are calculated in such a way that the freight charges are to be met by the tenderer.

### **Recommendation**

*(Sl. No. 9, Para No. 28)*

1.15 The Committee observes that the action of the Department in changing its earlier decision to get textbooks printed through KBPS and Government Presses and to divert printing through Private Presses resulted in extra expenditure of ₹ 73.69 lakh due to non-consideration of cheaper valid offer. The Committee is not in a position to understand the logic of resorting to procurement of paper through single tender without considering another lowest offer, which was valid at the time of purchase. The Committee recommends that responsibility should be fixed against the officers who had gone off the rails in the purchase of paper without considering the lowest offer of an earlier tender, validity periods of which had not expired. The Committee expresses dissatisfaction over the departments failure in furnishing the details of the single tender purchase and the copy of the Government Order empowering the Department to resort to the purchase as assured to the Committee. The Committee desires to be furnished with the copy of Government Order empowering the single tender purchase at the earliest.

### **Action Taken**

1.16 In G.O. (Ms.) 91/92/G.Edn. dated 23-4-1992 sanction was accorded by Government for the purchase of 1300 MT sheet paper (15.7 Kg.) and 200 MT white pulp board from M/s Tamil Nadu Newsprint and Papers Limited, a Government of Tamil Nadu Undertaking directly for meeting the additional requirement of paper and pulp board for printing textbooks in various Government Presses and Private Presses for the academic year 1992-93. The Director of Printing and Stationery had taken advance action for getting an offer from M/s Tamil Nadu Newsprint and Papers Limited, a Government of Tamil Nadu Undertaking for the supply of 1300 MT of sheet paper in view of the urgency based on the instructions from the Minister for Education at a meeting which reviewed the progress of printing of textbooks. The DPC that met on 24-4-1992 had considered the proposal of Director of Printing and Stationery for the purchase of 1300 MT 60 gsm sheet paper from M/s Tamil Nadu Newsprint and Papers Limited and recommended to Government to purchase the paper. Accordingly in G.O. (Rt.) No. 709/92/H.Edn. dated 2-5-1992 Government have accorded sanction for the purchase of 1300 MT

sheet paper from M/s Tamil Nadu Newsprint and Papers Limited. As Per G.O. (Ms.) No. 131/92/G.Edn. dated 24-6-1992 sanction was accorded for the purchase of 500 MT sheet paper from M/s Tamil Nadu Newsprint and Papers Limited directly, since the paper already purchased was not sufficient to meet the requirement. Accordingly the Director of Printing and Stationary had sent proposals to purchase the paper from M/s Tamil Nadu Newsprint and Papers Limited. The DPC which met on 1-7-1992 had recommended to purchase the paper from M/s Tamil Nadu Newsprint and Papers Limited and sanction was accorded in G.O. (Rt.) No. 1055/92/H.Edn. dated 10-7-1992.

The decision to purchase paper from TNPL was taken in consideration of the urgent need of paper for completing the printing before 15-5-1992 in order to distribute the textbooks among the students in the first week of June 1992 and because enough time was not left for going through the lengthy procedure of open tender system. So it is difficult to hold any particular officer personally responsible for the purchase.

### **Recommendation**

*(Sl. No. 10, Para No. 29)*

1.17 The Committee finds no justification for the huge overstocking of sheet paper worth ₹ 4.33 crore which became surplus as printing by Private Presses was discontinued. The Committee points out that the Department has violated the financial regulation, which stipulates that no purchase should be effected in excess of requirement. The Committee learns that the General Education Department had not conducted any assessment of stock of paper with the Text Book Officer, before changing the policy of printing of textbooks. This is highly irregular and a clear case of violation of financial regulations. The Committee is of the opinion that the officers who were responsible for this state of affairs should be severely dealt with and recommends that personal liability be fixed and reported to the Committee. The Committee also urges the Government to adopt effective and proper arrangements for the regulated purchase of paper at par with the number of textbooks to be printed so as to avoid injudicious purchases in future.

### **Action Taken**

1.18 Total number of textbooks (exclusive of revised textbooks) required for an academic year can be assessed only on completion of the distribution of the textbooks for the previous year. In normal course distribution of the textbooks required for an academic year will be completed only by the end of June. So also stock position of the printing material available with the Central Textbook Stores

and other Centres can be assured only after completion of printing of textbooks of the previous year. Thus the actual requirement of printing material required for printing textbooks for the ensuing academic year can be assessed only in the month of July. Since the process for purchase of paper is a time consuming one, the preliminary work of preparing the proposal has to be started during the month of March of the previous year itself so as to avoid delay in making the paper available for printing in time. So the prudent method so far adopted is to have approximate requirement of paper and to purchase it. The paper so purchased will not be rendered excess because it can be used as buffer stock for printing reprint textbooks, which normally starts in the month of June of the previous year of a given academic year. Buffer stock becomes necessary for the reason that even if sanction for purchase of paper is issued in the month of June, the same will be supplied to the printers from the month of November only as a lengthy procedure has to be completed before the same.

Printing of textbooks for a given year has to be started at least one year before, for the timely completion of printing. So the paper that becomes surplus in a year will be used in the ensuing year. Moreover, buffer stock of paper has to be kept for the uninterrupted printing of textbooks. This being the position, it is not possible to fix personal liability on any of the officers.

### **Recommendation**

*(Sl. No. 12, Para No. 31)*

1.19 The Committee notice that inordinate delay in printing and supply of textbooks has been occurred and it badly affects the future of thousands of students in the State. It is a pity that these students have not been provided with textbooks even at the fag end of the academic year. The Department claims to have been unaware of the syllabus revision and cites this as one of the reason for the delay in supply of textbooks.

### **Action Taken**

1.20 There occurred some delay on the part of the State Council of Educational Research and Training to furnish the script of new books and corrected script of reprint books in time. The State Council of Educational Research and Training has been directed to avoid such delay in future.

**Recommendation**

*(Sl. No. 13, Para No. 32)*

1.21 The Committee feels that if the Textbook Office had properly co-ordinated the printing works and supply in a concerted manner, it could have averted the delay occurred in the last year. The Committee urges the Government to streamline the present system of printing and supply of textbooks and to take urgent measures for the timely distribution of textbooks.

**Action Taken**

1.22 The whole process of printing of textbooks has since been streamlined, which resulted in marked improvement in the distribution of textbooks. Inordinate delay experienced in the previous years has now been arrested.

**Recommendation**

*(Sl. No. 14, Para No. 33)*

1.23 The Committee understands that due to a fire in the Reprographic Centre delay had occurred in the supply of textbooks. The Committee had desired to be furnished with a report on the loss due to fire but the department has failed to do so. The Committee expresses its strong dissatisfaction over the non-submission of required details and urge the Government to submit the details of loss to General Education Department towards the cost of textbooks, within two months after the presentation of this report.

**Action Taken**

1.24 M/s KSAVRC was engaged for the work of printing of textbooks up to 2005-2006. As the firm was not able to settle the accounts pertaining to the utilisation of printing paper and pulp board supplied to them, a Committee was constituted to reconcile the paper accounts of KSAVRC. The Committee conducted a number of sittings and verified the accounts at the Textbooks Office and Kerala State Audio Visual and Reprographic Centre and submitted its report. Based on the report, it is seen that the Department had not suffered any loss on account of the "fire mishap" occurred KSAVRC.

**Recommendation**

*(Sl. No. 15, Para No. 34)*

**GENERAL EDUCATION AND FINANCE DEPARTMENT**

1.25 In view of the delay being experienced in making payments to the agencies, which supplied paper, the Committee suggests the Finance Department to explore the feasibility of giving exemption from treasury ban and speedy clearance of bills in respect of payment relating to the printing of textbooks.

**Action Taken**

1.26 Finance Department has to take steps for implementing the recommendation.

**Recommendation**

*(Sl. No. 17, Para No. 36)*

1.27 The Committee notices that the auditing of the Central Textbook Stores and District Textbook Depots are heavily in arrears and that a huge sum of money is involved in these cases. Therefore, the Committee suggests that a separated Internal audit should be constituted for the purpose.

**Action Taken**

1.28 The Audit Wing of the office of the Director of Public Instruction has been strengthened with the available staff so that the pendency in this regard can be minimised.

**Further Recommendation**

*(Para Nos. 20-22, 24-29, 31-34 & 36)*

1.29 The Committee strongly recommends to constitute a Commission to study the present functioning of the Textbook Office and to suggest proper systems and procedure to improve the efficiency and quality of service of the Textbook Office. The Committee directed the Department to find out whether there were excess idle staff in the Textbook Office and to redeploy such staff immediately and intimate to the Committee.

**Recommendation**

*(Sl. No. 16, Para No. 35)*

1.30 The Committee notices that there has been heavy loss to the Government in the disposal of obsolete books due to under weighing, during sale. The Committee urges that a thorough probe should be conducted into the circumstances under which losses occurred in sale of obsolete books in 18 depots and desires to be furnished with the district-wise list of the quantity of obsolete books accumulated and measures taken by the Department for the disposal of the obsolete books in all depots.

**Action Taken**

1.31 As per G.O.(Rt.) No. 159/G.Edn. dated 6-5-1997 the Director of Public Instruction had been authorised to dispose the outdated and out of use textbooks of various standards accumulated in the stores/depots of the department for the period for 1987-88 to 1994-95. In the audit report it is stated that the Textbook Officer had estimated the weight of 40 lakhs textbooks in 30 tonnes i.e. 7.5 gm./book. An enquiry had been conducted by the Director of Public Instruction in this regard. File No. A4/534/94/TBO relating to this case had been verified and lapse on the part of the Textbook Officer for not keeping proper records had been noticed. During the audit Director of Public Instruction issued strict direction to the Textbook Officer to collect the details from all the 34 stores and to furnish consolidated statements. An incompleated statement showing the details for 24 stores furnished by the Textbook Officer is enclosed as Appendix II.

Space to keep obsolete books was meagre in almost all depots. A huge volume of textbooks became obsolete during the period from 1987-88 to 1994-95 and the Storekeepers faced so much problems in keeping these books safe. They were forced to dump the obsolete books in neighbouring school buildings, which caused huge damage by rain and other natural calamities. Due to this unhealthy storage a major portion of books were lost by the attack of white ants and caused loss in weight. Now the total system is changed. Periodical disposals have been introduced in order to avoid huge dumping. Before each sale, the accurate weight of books will be ascertained. Weight of individual book in each title is ascertained first and then arrives at the total weight with the number of obsolete books in each title. Thus a uniform method of calculating weight is introduced all over the State. Proper monitoring from the part of the head office is also made available in sale of obsolete books by deputing competent persons from the textbooks branch of the Directorate. Hence the objection raised may kindly be dropped.



### Further Recommendation

1.32 Committee observed that the problem of disposal of obsolete books was occurred due to printing of textbooks in excess of the demand. To avoid such problems in future, the Committee suggested that an assessment should be made before the printing of textbooks for each standards and proper monitoring should also be ensured that only the required quantity of textbooks be printed.

#### CHAPTER II

#### RECOMMENDATIONS WHICH THE COMMITTEE DOES NOT DESIRE TO PURSUE IN THE LIGHT OF THE REPLIES FURNISHED BY GOVERNMENT

#### GENERAL EDUCATION DEPARTMENT

(Sl. No. 4, Para No. 23)

2.1 The Committee expresses grave concern over the Department's failure in furnishing the statement on the total receipts, expenditure and revenue gap of Textbook Office for the year from 1998-99 to 2001-2002. The Committee urge that the desired details should be intimated within two months after the presentation of the report.

#### Action Taken

2.2 The details of budget and actual receipts and expenditure for the year 1998-99 to 2001-02 complied from detailed budget estimates prepared by Government is as follows:

Year	Receipts			Expenditure			Revenue Gap (In Lakh)
	0202-01-102-95 (In lakh)			2202-02-106-99 (In lakh)			
	Budget	Actual	Shortfall/ Excess	Budget	Actual	Shortfall/ Excess	
1998-99	1970.00	1331.25	638.75(-)	2632.29	1661.06	971.23(-)	329.81
1999-2000	2500.00	1291.38	1208.62(-)	2698.10	2568.52	129.58(-)	1277.14
2000-01	2535.00	1602.75	932.25(-)	2666.92	1835.17	831.75(-)	232.42
2001-02	2513.00	1189.32	1323.68(-)	2664.64	1683.71	980.93(-)	494.39

**Recommendation**

*(Sl. No. 14, Para No. 30)*

2.3 The Committee observes that the loss of ₹ 98.16 lakh incurred in the purchase of sheet paper could have been avoided had the Department determined the economic size of printing paper as per the optimum size of the textbook and given the purchase orders accordingly. The Committee find that the Department has failed to furnish the detailed report on the issue mentioned in the audit para, on the basis of a thorough study on the loss incurred in respect of the purchase of larger size sheet paper even after the Committee's specific directions regarding a serious issue. The Committee views this very seriously and deprecates the indifferent attitude of the General Education Department in this case. The Committee recommend that the lapses occurred in ordering the larger size paper should be enquired and action taken against the officers for huge loss sustained by Government in this regard. The Committee should be informed about the results of the enquiry.

**Action Taken**

2.4 The objection is that the loss sustained due to the supply of larger size sheet paper in RA1 size measuring 61X86 cm. (15.1 kg.) to private printers during the years from 1992-93 to 1996-97, when the size of textbooks printed after trimming had to be of 28.25 x 20.15 cm. The registers and files available were verified.

The size of textbooks to be printed is determined by the State Council of Educational Research and Training Centre after the recommendation of the state curriculum committee. Size of the paper to be purchased is decided on the basis of the size of machine available in Kerala Books and Publication Society and Government Presses where usually textbooks are printed. When the quantity of books to be printed in various titles which are found for execution beyond the capacity of the presses, Government would decide to entrust the printing of certain titles with private presses also. During 1992-93 the private presses have only sheet fed machines and to web machines. According to the size of machines in Government Presses and KBPS for the past several years RA1 sizes (61x86 cm.) paper was also being purchased for book printing. The same RA1 size paper was also supplied to private presses. In such a situation it was difficult to issue supply

order after considering the economic size of the printing paper and optimum size of the textbooks. The requirement of printing materials and purchase orders are given to the paper mills by the stationery controller after obtaining Administrative Sanction from Government. It may also be noted that now RA1 paper is not purchased. During the audit period RA1 size paper for sheet fed machines were used both at Government Presses and Private Presses. The files available in the textbook office, in this regard is verified in detail. It is seen that prior to 1992-93 the same RA1 size paper utilized according to the size of the machines. The purchases are being made after the approval of the Departmental Purchase Committee. Hence the objection may be dropped.

Thiruvananthapuram,  
9th July, 2014.

DR. T. M. THOMAS ISSAC,  
*Chairman,*  
*Committee on Public Accounts.*

## APPENDIX I

## SUMMARY OF MAIN CONCLUSIONS/RECOMMENDATIONS

<i>Sl. No.</i>	<i>Para No.</i>	<i>Department concerned</i>	<i>Conclusions/ Recommendations</i>
1	1.29	General Education	The Committee strongly recommends to constitute a Commission to study the present functioning of the Textbook Office and to suggest proper systems and procedure to improve the efficiency and quality of service of the Textbook Office. The Committee directed the Department to find out whether there were excess idle staff in the Textbook Office and to redeploy such staff immediately and intimate to the Committee.
2	1.32	„	The Committee observed that the problem of disposal of obsolete books were occurred due to printing of textbooks in excess of the demand. To avoid such problems in future, the Committee suggested that an assessment should be made before the printing of textbooks for each standards and proper monitoring should also be ensured that only the required quantity of textbooks be printed.