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CORRIGENDA

To

Seventy-first Report of the Estimates Committee on action taken by Govt. on the recommendations contained in the Twenty-ninth Report of the Estimates Committee (First Lok Sabha) on the Ministry of Railways - Railway Statistics.

Contents - Appendix IV, second line
read 'contained in the 29th'
for 'con a ned in he 29 h''

Page 14, col. 4, line 16, read
'as' for 's a'

Page 15, col. 4, line 6 from
bottom, read 'newly' for
'needy'

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1959-60

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*Resigned w.e.f. 15th December 1959.

INTRODUCTION

I, the Chairman of the Estimates Committee, having been authorised by the Committee, present this Seventy-first Report of the Estimates Committee of the Lok Sabha on Action taken by Government on the recommendations/conclusions contained in the Twenty-ninth Report of the Estimates Committee of the First Lok Sabha on the Ministry of Railways—Railways Statistics.

2. The twenty-ninth Report of the Estimates Committee was presented to Lok Sabha on the 26th May, 1956. The Government furnished their replies indicating Action taken on the recommendations/conclusions in this Report between 8-9-1956 and 1-7-1959. The replies of the Government were examined by the Study Group 'F' of the Estimates Committee on the 28th August, 1959 and 1st September, 1959.

3. The Report has been divided into four Chapters :—

I. Report

II. Recommendations that have been accepted by Government

III. Replies of the Government that have been accepted by the Committee

IV. Replies of the Government that have not been finally accepted by the Committee.

4. An analysis of the Action taken by Government on the recommendations contained in the Twenty-ninth Report (First Lok Sabha) of the Estimates Committee is given in Appendix IV. It would be observed there from that out of 20 recommendations/conclusions made in the Report, 9 recommendations *i. e.* 45% have been fully accepted by Government, while 4 recommendations *i. e.* 20% have been accepted partly. Of the rest, replies of Government in respect of 5 recommendation *i.e.* 25% have been accepted by the Committee, while those in respect of 2 recommendations *i. e.* 10% have not been accepted by the Committee.

H. C. DASAPPA,
Chairman,

Estimates Committee.

NEW DELHI-1;

December 16, 1959 /Agrahayana 25, 1881 (Saka).

CHAPTER I

REPORT

In para 17 of their Twenty-ninth Report, the Estimates Committee (First Lok Sabha) had suggested *inter-alia* that statistics of costs per unit of service under various accounts heads for smaller units such as District, Region etc. should be compiled and shown in Domestic Statistics. In reply the Ministry of Railways have stated that the question of fixing proper units of performance against which expenditure may be rated at different levels is under examination, and that necessary amplification of the Domestic Statistics in regard to financial information to be included will be considered in the light of this examination. *The Committee regret to observe that though more than three years have passed since the Committee made the recommendation, no concrete steps have been taken to implement it.*

2. The Twenty-ninth Report of the Estimates Committee (First Lok Sabha) on the Ministry of Railways—Railway Statistics was presented to Lok Sabha on the 26th May, 1956. Although the Report contained only 20 recommendations, the Ministry's replies to six recommendations were received on the 2nd July, 1959, after over three years from the date of presentation of the Report.

The Committee appreciate that the detailed examination of their Report by the Ministry to arrive at considered views on the recommendations contained therein, including the action necessary as a sequel is a process that demands time. Nevertheless they cannot but regret undue delays as in this case in furnishing replies to the recommendations. A probable result of such long delays would be that conditions leading to conclusions underlying a recommendation may so alter in the meanwhile that the significance and value of the recommendation may be considerably minimised. *To avoid such a situation, the Committee urge that the Ministry/Department concerned should direct their efforts to complete speedily the examination of the Report and furnish replies to the recommendations as soon after its presentation as is possible so that the recommendations and action taken thereon may not become out of focus.*

CHAPTER II

RECOMMENDATIONS THAT HAVE BEEN ACCEPTED BY GOVERNMENT

Sl. No. (as in Appendix VI to the 29th Report)	Reference to paragraph No. of the Report	Summary of Recommendation/Conclusion	Reply of Govt.
1	2	3	4
1	4	The Committee are of the opinion that considerable time and energy is spent on the Indian Railways in the compilation of Statistics. The expenditure incurred for the statistical organisation can be justified if the statistics are compiled promptly and it is ensured that they reflect actual performances. The Committee recommend that the statistics should be intelligently interpreted and comparative studies should be made of the performances of the different units performing the same kind of service.	Noted.

The results of certain important activities of the Railways at various levels should be made available to the public to enable them to offer useful and constructive criticisms.

Principal statistics of working and literature dealing with important activities of the Railways at different levels are already being supplied to the Members of Zonal/Regional/Divisional Railways Users' Consultative Committees/Parliamentary Committees/Press/Commercial Bodies/Chambers of Commerce etc.

[*Ministry of Railways O.M. No. 56-B, (C)—6000/Recommendations (29), dt. 18-7-57*].

10 The Acworth Committee made certain recommendations in 1921 for the reform of the statistical organisation and procedure in the Railways. The Kunzru Committee (1947) also made various recommendations for the improvement of the Statistical Branch. The Committee feel that though the Board has taken action more or less on the lines recommended by the Kunzru Committee, the position in respect of the recommendation regarding delay in compilation of statistics and the use to which they are put remains the same and the implementation of suggestions of the previous Committees is still outstanding.

Action has already been taken on the recommendations of the Acworth and Kunzru Committee Reports. Consequent on the acceptance of the recommendations certain important changes have been introduced in the statistics since 1948 in respect of

- (1) Accident statistics
- (2) Approximate earnings
- (3) Tri-monthly wagon loading
- (4) Tonnage lifted
- (5) Passenger earnings
- (6) Commercial statistics in the monthly returns and annual statements
- (7) Statistics of passenger trains
- (8) Rolling-stock Statistics
- (9) Monthly statistics of locomotives, carriage and wagon repairs
- (10) Marshalling Yard Statistics
- (11) Claims statistics
- (12) Annual Staff No. 15
- (13) Staff statistics
- (14) Consolidation of annual instructions into Manual of Statistics

(15) The Statistical Publications which were previously issued in the form of abstracts have been completely re-oriented and are now being issued in the form of a booklet and other convenient presentable brochures. Action has been taken to eliminate delays in the compilation and publication of periodicals, monthly and annual statistics etc.

[Ministry of Railways O.M. No. 56-B (C)—6000/
Recommendation (29) dated 21-3-57].

13 The Committee consider that there is considerable delay in the compilation and publication of statistics by the Board, the most important of these statistics being the Annual Report on the administration of the Railways—Volume II. Such delays render the statistics of little use. Proper action should be taken to publish statistics well in time.

The Railway statistics consist of the periodical/ monthly statistics and the annual statistics.

As regards the former action has already been taken requiring Railways to overtake delays and these statistics are now being obtained with sufficient promptitude.

As regards the annual statistics, these are required for long-term comparisons and although efforts are being made to reduce the time lag, the scope here is obviously limited. It has come to the notice of the Railway Board that in certain foreign countries the delays in the consolidation and publication of annual statistics extend from two to three years.

Errors of compilation should also be eliminated.

Noted.

The periodical publication known as History of the Indian Railways should be improved by including information about major projects.

Noted. The History of Indian Rlys. will be amplified to include information relating to independent manufacturing units. Arrangements are being made to maintain for the future information regarding the major bridges and tunnels for official use.

[Ministry of Railways O.M. No. 56-B(C)—6000/
Recommendation (29) dated 21-3-57].

6 . 22-23 The Committee are of the opinion that

(i) Statistics regarding workshop performance etc. are not maintained in the Board's office.

(i) Please see replies to Recommendations Nos. 14** and 16** of the 31st Report.

(ii) The records of the ex-State Railways are also not maintained satisfactorily. The Committee recommend that these important records should be kept in well organised libraries.

(ii) Noted.

[Ministry of Railways O.M. No. 56-B (C)—6000/
Recommendations (29) dated 12-9-57].

12 .

52 The Committee desire that the Railways should work out a detailed plan for training of the Staff.

The recommendation is accepted.

[Ministry of Railways O.M. No. 56-B(C)—6000/
Recommendation (29) dated 21-3-57].

** N. B. —Recommendations 14 & 16 of the 31st Report and Government's replies thereto are printed as Appendix I & II of this Report.

53 The Economic Adviser to the Ministry of Railways has studied how the statistics are used in the Canadian and the American Railways. The Committee suggest that similar studies of compilation and use of statistics on other foreign Railways, especially the Japanese, should also be undertaken by senior officials.

71 The Committee consider that the results of the Efficiency Bureau's investigations in connection with speed, transhipment at Break-of-gauge points etc. are to be put to full use in the operation of the Railways. It appears to the Committee that steps have not yet been taken to compile the statistics suggested by the Bureau. The Committee consider that this should be done without any further delay.

Noted.

[Ministry of Railways O.M. No. 56-B (C)—6000/
Recommendation (29) dated 21-3-57].

The recommendation of the Committee has been accepted and directives have been issued to Railways to maintain, *inter alia*, necessary statistics or operational data at various levels suggested by the Efficiency Bureau in respect of :—

- (i) late start of goods trains from marshalling yards and detentions to them outside signals;
- (ii) detention to wagons at break-of-gauge transhipment points; and
- (iii) detentions to damaged wagons in sick lines etc.

It has been also impressed upon the Railways that the position should be constantly watched at different levels and suitable remedial measures taken to reduce detentions around.

[Ministry of Railways O.M. No. 56-B(C)-6000/Recommendation (29) dated 18-2-57].

Noted. Average tractive effect of a locomotive and the average carrying capacity of a wagon will be worked out and shown in the relevant statements (St. No. 10 and summary VIII) of Vol. II-Statistics.

74 The Committee feel that the effect of heavier locomotives and wagons of greater capacity should be taken into account in the statistics for comparison of performance.

tics of the Board's Annual report for the year 1956-57, to admit of due allowance being made for these units among other factors having a bearing on the relevant statistics of performance.

[Ministry of Railways O.M. No. 56-B(C)-6000/Recommendation (29) dated 18-2-57]

18 The Committee feel that the unit of performance adopted in a number of comparative statistics is not satisfactory. This needs examination.

75 So far as the examination of the suitability of the existing units of performance adopted in Statement 30 of the Board's Administration Report, Volume II for rating expenditure against the various phases of working in the light of the latest developments is concerned, the Efficiency Bureau has already been entrusted with the detailed examination of the causes of variation in unit costs on zonal Railways *vide* Railway Board's reply to the Committee's Recommendation No. 5 of the 31st Report. The question of alteration of the present units will be considered after the result of this examination is available. Meanwhile, a preliminary examination of this matter will be taken in hand in conjunction with the technical Directorates concerned and the strengthening of the Statistical Directorate and the Economic Adviser's Section will be made, as stated in reply to Recommendation 10 to the extent considered necessary in this context.

[Ministry of Railways O.M. No. 56-B(C)-6000/Recommendation (29), dated 1-7-1959].

CHAPTER III

REPLIES OF THE GOVERNMENT THAT HAVE BEEN ACCEPTED BY THE COMMITTEE

S. No. (as in Appendix VI to 29th Report).	Reference to para-graph. No. of the Report	Summary of Recommendation/Conclusion	Reply of Govt.
1	2	3	4

8

5 21 The Committee feel that the Statistics as they are compiled now, are inadequate as the following items are not included in the reports:

(i) the flow of traffic of commodities,

A certain amount of important statistics indicative broadly of the flow of traffic is contained in the Commodity Statistics by trade-blocks compiled by Railways for the rail portion in accordance with the instructions of the Director-General, Commercial Intelligence and Statistics, and published monthly in the "Inland (Rail and River-borne) Trade Statistics".

Further amplification of the information relating to commoditywise movement of rail traffic by mileage zones is under consideration.

(ii) the cost of handling at transshipment points ;

(iii) the working of terminals ;

The Railway Freight Structure Enquiry Committee have recommended that a separate levy of transshipment charge be discontinued and that the terminal charge as such be abolished. These recommendations have been accepted by Government and are being implemented with effect from 1st October, '58.

In the new Freight Structure, the charges in question will be merged in the basic scales and will have no separate identity; and the statistics of cost of these services would not be of adequate use in these changed circumstances.

(iv) important staff statistics such as absentee man hours, man hours worked in various workshops etc. ;

This has been covered in the reply to Recommendation 16* of 31st Report.

(v) quantity as well as value of stores of various categories including scrap in the various store depots, the rate of issue etc. ;

The desired information is already being compiled by the Railways and being regularly submitted to the Railway Board in the form of Annual statement of stores transactions as provided under para 3001 of the Stores Code.

The information in the statement is, however, expressed in terms of 'Monetary Value' only and not in terms of quantity as suggested in the recommendation. Due to a variety of accountal units which have perforce to be adopted for different items, it is not possible to express all quantities under a particular class of stores, under one single unit; the present method of

*Recommendation 16 of 31st Report and the Govt.'s reply thereto are reproduced as Appendix II to this Report.

expressing the information in terms of monetary value is, however, considered quite adequate for the ultimate objective—i.e., control over balances, purchases and issues.

Part of this information is already being given in the domestic statistics as well as statistics of the Railway Board. In view of the importance attached to it by the Estimates Committee, it is now proposed to reproduce the statement of stores transactions in full in the domestic statistics of the Railway as well as the statistics of the Railway Board.

Necessary instructions are being issued to the Railways.

This has been covered in the reply to Recommendation No. 16 of 31st Report.

[Ministry of Railways O.M. No. 56-B(C)-6000/Recommendation (29) dated 13-10-1958].

(vi) cost incurred in various workshops, the cost of equipment installed etc. The Committee desire that these matters should be examined in greater detail.

The Committee are of the opinion that there is need of a well-organised Central Statistical Bureau to obtain all the compilations from the various Railways and to keep them in record for ready references. There should be re-

search section in the Bureau to undertake studies of special problems such as the relation between transport and industrial development, evaluation of the progress of the Railway Plan etc. It should study the variations of performances by the application of modern statistical techniques and undertake cost-finding analysis etc. There should be small research and investigation cells in the Zonal Railways. The Committee desire that these cells should also undertake comparative studies of the statistics of performance etc.

require to be made far more detailed and elaborate to isolate costs under a considerable number of sub-heads under the various heads. Whether meticulous calculations and the very considerable elaboration of revenue expenditure classification heads involved would give results at all commensurate with the labour and huge expenses needed for setting up an organisation for the purpose on the lines obtaining on the Canadian and the American Railways is extremely doubtful. The inter-State Commerce Commission has a large number of bureaux working to this end, including the Bureau of Transport Economics and Statistics, the Bureau of Accounts and Cost Finding, the Bureau of Valuation, etc. The Bureau of Transport Economics and Statistics has an elaborate organisation with a Director, five other officers and 128 staff including 15 Economists and Statisticians 24 employees in the Way Bill Section and 11 in the Research Clerical group in its small segment dealing with studies of statistical data alone. The staff here referred to are in addition to those required on the individual railways for the compilation of the various basic data and accounts in greater detail. Considerable mechanisation of accounting has also been done at a heavy cost

[Ministry of Railways O.M. No. 59-B(C)-6000/29th Report, dated 1-7-59].

8 28 The Committee consider that the position regarding interpretation and use of statistics has not improved since the publication of the Report of the Wedgwood and the Kunzru Committees. The Committee do not find that overall and integrated studies of the various aspects of the working of Railways are being regularly and systematically prepared and utilised periodically, though whenever any special problems arise, such studies are being made. Inter-Railway comparisons of statistics relating to coal consumption etc., which show wide variation from Railway to Railway are not made. As conditions vary from Railway to Railway, the Committee recommend that there should be a qualified and trained statistician to determine the norms of performances under the varying conditions which would make the statistics of different Railways comparable.

Objections have been raised by various railway companies in the United States in rate proceedings against the validity of the cost studies developed by the Bureau of Cost Finding on the ground that the cost studies are based on 'average costs of movements of a large number of commodities over a wide territory with diverse operating conditions, and that the costs could in no wise reflect the actual operating conditions' under which a particular commodity is transported from one point to another (See I.C.C. Reports, Vol. 289 May 1953-October 1953, page 185). The Inter-State Commerce commission itself has also recognised the very limited utility of cost data as can be gathered from the observations made in the case United States Vs. Great Northern Railway Company (See I.C.C. Reports, Vol. 293, page 878) as follows :

"Thus cost studies predicated on average cost of moving numerous commodities over wide territories under diverse operating conditions were of little value in determining reasonableness of rates on cement from and to specific points under actual operating conditions incident thereto".

[Ministry of Railways O.M. No. 59-B(C)-6000/29th Report dated 1-7-59].

Considerable amount of cost analysis is carried on by the Canadian and the American Railways and much use thereof is made in the operation and management of Railways. The Committee desire that the Statistical Bureau, the setting up of which has already been recommended should also undertake such studies.

It may also be mentioned in this context that while the majority report of the Railway Freight Structure Enquiry Committee (1955—57) considered that there was scope for more detailed statistics to enable costs of large scale and regular movement of important commodities being ascertained, the minority view expressed in a strong note of dissent considered that it was impossible to work out the cost of transport for a specific commodity or for a specific territorial movement and any cost studies directed towards this objective were bound to be infructuous.

The fast changing pattern of traffic and operational methods such as increasing dieselization, electrification, introduction of use of centre buffer couplers and heavier trains will soon render the figures collected at any one stage during the present developmental phase inappropriate for further application.

Having regard to all these considerations set out above and also to the urgent need in the present context for extreme economy in expenditure, the present time is not considered opportune for setting up an elaborate organisation of the type obtaining on the American and the Canadian Railways for detailed cost studies.

Subject to what has been stated above, it should, however, be pointed out that there is already

a Statistical Branch and Economic Adviser's Section in the Ministry of Railways. Special problems, such as the relation between transport and industrial development, are studied and investigations are carried out from time to time in collaboration with the technical Directorates concerned. Regarding determination of norms of performances, at present performance is watched and scrutinised against targets fixed in consultation with technical Directorates and operating Heads of Railways at periodical operating Meetings. A monthly Economic Digest giving current trends in economic conditions and activities in the country having a bearing on rail movements and certain important statistics of current Railway operation is also issued as a regular measure for departmental use. The strengthening of the Statistical Directorate and the Economic Adviser's Section will be made to the extent considered necessary, in this context.

So far as the evaluation of the progress of Railway Plan is concerned, this is done in the Directorate of Planning. There is also an Efficiency Bureau to investigate special assignments given to it from time to time.

In addition, day to day integrated studies of the various aspects of railway working are carried out in the technical Directorates concerned and when major problems arise from such studies these are also studied. Important studies have been made in the Board's office in regard to the problem of break-of-gauge transshipment, speed of goods trains, work load of railways, economic track maintenance, causes of variations in unit costs on zonal railways, etc. At times, special committees are also appointed in specific cases such as the Expert Committee to consider the question of coal consumption on Railways, the appointment of an officer on special duty to consider economics of transport by different gauges, etc.

[Ministry of Railways O.M. No. 56-B(C) 6000/
Recommendation (29) dated 1-7-1959.]

15

48-49 The Committee observe that more attention is being paid to compilation than interpretation of statistics. In some of the Railways, the same officer is in charge of compilation as well as interpretation. The Committee feel that the officer charged with the work of interpretation should not be burdened also with that of compilation. This function should be assigned to the economic research cell which has already been proposed to be organised on the Railways under the Finance and Accounts

In regard to the observations of the Committee that the officer charged with the work of interpretation should not be burdened also with that of compilation, it may be stated that every zonal railway, with the solitary exception of the newly formed North East Frontier Railway, which is the smallest of the zonal railways, covering only 1739 route miles, already has separate Compilation and Statistical Officer. At the Railways' level, Statistical Officers are entrusted with the work of interpretation of statistics.

11

Departments. The Committee hope that in choosing the officer for interpretation of statistics in the economic research cells, on the Railways and in the Railway Board, due attention is given to the recommendations of the Wedgewood Committee.

So far as the Railway Board's office is concerned, interpretation of statistics is already being undertaken by the Statistical Directorate in conjunction with the technical Directorates concerned. The procedure in regard to compilation has also been standardised and objective studies are always made in regard to interpretation as and when necessary. The detailed recommendations of the Committee in regard to the allotment of duties, including that of economic research to specific officers in these organisations will also be borne in mind.

[*Ministry of Railways O.M. No.59-B(C)-6000/
29th Report dated 1-7-59.*]

Coal consumption on the Indian Railways has been studied with reference to the Report of the Fuel Economy Enquiry Committee submitted in March 1953. A saving of 20% in coal consumption would be possible if suitable measures are taken to limit the effect of various controlling factors. The Committee are of the opinion that the Railway Ministry should undertake a rigorous examination of all the measures recommended in the Report. Certain changes should be introduced in the compilation of fuel statistics and the scope of statistics should be enlarged to bring out the

The overall savings of 20% in coal consumption estimated by the Railway Fuel Economy Enquiry Committee was based on the pre-war performances of the years 1936-39 and will not now apply to the intensified traffic of the Second Five Year Plan, requiring higher speeds of both goods and passenger trains, change-over from caking to non-caking coals and increase in the proportion of
 (a) light passenger services,
 (b) pick-up goods service,
 (c) heavy goods locomotives,
 (d) average locomotives in order to maintain power position.

effect of various direct and indirect factors affecting coal consumption.

In the circumstances, fuel saving is not expected to exceed 10 to 12%, even if all the fuel economy measures are adopted, supply conditions are rationalised and there is no further deterioration in the quality of coal supplied to Railways. Negotiations are going on for the last three years between the Ministry of Railways and the Production Ministry on the question of rationalisation of railway coal supplies and inspection of railway coal.

Regarding economic utilisation of locomotive power, active endeavours are now being made to intensify traffic with the existing locomotives and vehicles and this involves the adoption of all the measures suggested by the Railway Fuel Economy Enquiry Committee.

Discussions are also being held with the Railways on the procedure to be followed to obtain a break-down of consumption in the following four conditions of service:—

- (i) Shed working.
- (ii) Incidental working.
- (iii) Light engine working.
- (iv) Actual train working.

This break-down will show up excessive engine hours in steam and indicate the measures to be adopted to reduce them. The Railways are being asked to tighten up their trip rationing by

5 % and carry out intensive trip rationing trials to fix trip rationing correctly. A shed working form has already been drawn up and circulated to Railways with a view to exercise control over shed working conditions:

The recommendations of the Railway Fuel Economy Enquiry Committee on the rationalisation of the Fuel Statistics mainly referred to :

(a) Ensuring uniformity in the matter of inclusion of coal burnt on 'lighting up fires' in the consumption figures.

(b) Introduction of separate statistics of coal consumption during various operations in sheds and rating the same on the basis of total engine hours produced by locomotives in sheds.

(c) Rationalisation of service groups to admit of proper control of fuel consumption on each service unit having uniformity in the operating conditions *i.e.* Mail and Express, Suburban Express, other passenger, total passenger and mixed trains, Express or through goods or other goods trains.

(d) Maintenance of statistical "Figure of merit" whereby it should be possible to judge the

quality of coal received and assigned to different services.

(e) Enlarging the scope of domestic fuel consumption statistics to bring out the effects of various direct and indirect factors affecting coal consumption.

(f) Exhibition of coal accounts position in the given proforma in the Board's annual report.

These recommendations have been accepted in principle and action has been initiated. Statistical forms are being drawn up which will be modified after discussion with the Railways and placed before the Indian Railway Fuel Committee at its next meeting for finalisation and adoption on Railways.

[Ministry of Rlys. O.M. No. 59(B)-(C)-6000/
Recommendation (29) dated 8-9-59.]

Staff statistics does not show the number of staff according to the nature of duties performed. The Committee recommend that this should be examined with a view to affecting improvements.

The position has been examined carefully. It is considered that the existing staff statistics are sufficient for the exercise of the Railway Board's administrative control over the working of Indian Railways. Adequate rules, regulations and provisions already exist to ensure effective control over local operations and staff requirements. This control is exercised jointly by the Executive and the Financial Adviser when sanctions for additional staff are scrutinised and

issued from time to time at various levels. The Annual Narrative Report of each Railway also gives a large number of additional staff statistics department-wise and that meets the needs of the situation.

Collecting, collating and publishing of further detailed statistics regarding number and cost of staff according to functions or nature of duties performed and their inclusion in the Railway Board's Administration Reports, besides being cumbersome, laborious and expensive will, it is considered, serve no useful purpose commensurate with the labour and expense involved.

[Ministry of Railways O. M. No. 56-B-(C)-6000/
Recommendations-(29) dated 24-2-1959.]

The Committee recommend that statistics of distribution of new locomotives over the different zones as well as the amount of overage stock on line on the various zones should also be compiled and shown in Railway Board's Reports.

Distribution of new locomotives depends on several factors, like relative needs of traffic in different areas, condition of stock on Railways, suitability of track to take the new locomotives, etc., and all these factors are carefully considered before new locomotives are allotted to railways. Mere recording of these figures in the Railway Board's Annual Report or the domestic statistics cannot, by itself, afford any help in supervisory

control. The total number of new locomotives placed on line on all Indian Railways is, however, an important figure and this is already shown in the Railway Board's Annual Report.

The number and percentage of average locomotives are being shown separately for each zone in the Board's Report for 1955-56.

[*Ministry of Railways O.M. No. 56—B (C)—6000/Recommendation (29) dated 26-3-1957*].

20 79—80 The Committee have indicated the organisation and procedural changes necessary in the compilation and use of statistics. The details of this should be worked out by an officer, who should be appointed without delay to work a detailed procedure for the reorganisation and also a programme for its implementation.

In conclusion, the Committee observe that at present the time and energy spent by the Railways in compiling their statistics is largely wasted. This should be checked by increasing efficiency in the compilation and also the use of the statistics by proper interpretation.

So far as the procedural changes, necessary in the compilation and use of statistics are concerned, this work is continually going on as a part of the normal functions of the Statistical Departments of the Railways and the Statistical Directorate of the Railway Board. Special meetings with the Statistical Officers of the Railways are convened from time to time to consider all such questions and a thorough revision of the Manual of Statistical Instructions has only recently been completed.

[*Ministry of Railways O.M. No. 59—B (C)—6000/29th Report, dated 1-7-1959*].

CHAPTER IV

REPLIES OF THE GOVERNMENT THAT HAVE NOT BEEN FINALLY ACCEPTED BY THE COMMITTEE

S. No. (as in the Appendix VI to the 29th Report)	Reference to paragraph No. of the Report	Summary of Recommendation/Conclusion	Reply of Govt.	Comments of the Committee
1	2	3	4	5
4	17	The Committee are of the opinion that the form and contents of Domestic Statistics vary considerably from Railway to Railway. There should be uniformity as far as possible. The Committee recommend that, generally, the form of compilation on the Central Railway may be adopted in other Railways. Commercial and financial statistics should	Noted. Directives have been issued to the railways to bring the Pamphlets containing their respective Domestic Statistics generally to the pattern of the Central Railway's Monthly Domestic Statistics by April, 1957, subject to sufficient scope being kept for such additional information as individual railways may require to suit their local requirements.	The recommendations consist of three parts. Replies to parts (i) and (iii) are accepted. As regards reply to part (ii), the Ministry was asked to furnish further information regarding fixing of units of performance and compiling of cost statistics thereof on the 20th August, 1959. Their reply is still awaited.

be published in separate volume, if necessary.

Statistics of costs per unit of service under various accounts heads for smaller units such as District, Region etc. should be compiled and shown in Domestic Statistics.

Please also see para 1 of Chapter I.

Attention may be invited to the reply to Recommendation No. 6* of the Committee's 31st Report stating that the question of fixing proper units of performance against which expenditure may be rated at different levels is under examination. Necessary amplification of the Domestic Statistics in regard to financial information to be included will be considered in the light of the results of this examination.

Now-a-days, there are considerable delays in the publications which should be avoided.

Railway Administrations have been directed to eliminate delays in the publication of Domestic Statistics and except for certain items, delays are being progressively reduced.

[Ministry of Railways O.M. No. 56-B (C)—6000/Recommendations (29) dated 21-3-57].

9 30-33 Comparative studies have actually been carried out by the Committee on the statistics of the various aspects of per-

The recommendation consists of three parts *viz.* (i) inaccuracy in comparison of goods train performance, *i.e.* net ton miles

formance of the Railways. One of their conclusions is that the present unit of comparison of goods train performances *viz.*, net ton miles per engine hour without taking into account the increase in tractive effort per engine does not provide a correct picture.

Further the Committee consider that, whenever possible, the money value of variations in performances should be worked out.

The multiplicity of factors affecting performance and the wider differences in their impact on expenditure on earnings militate against any satisfactory procedure to evaluate variations in performances in terms of money. It has, however, been agreed that we would try to evaluate on certain broad bases major aspects of performance in connection with the budgetary control of performance.

A Manual of Instructions for annual, monthly and periodical statistics should also be prepared,

per engine hour without taking into account the increase in tractive effort per engine, (ii) necessity of working out the money value of variations in performance and (iii) preparation of a Manual of Instructions for annual, monthly and periodical statistics.

Replies to parts (i) and (iii) are accepted. As regards part (ii), information on the broad-based evaluation attempted by the Railways in connection with the budgetary control of performance was called for from the Ministry on the 20th August, 1959. The reply is still awaited.

for monthly and periodical statistics has been taken in hand.

[Ministry of Railways O.M. No. 56-B(C)—6000, Recommendation (29) dated 10-4-57].

NEW DELHI—I,
December, 16, 1959/Agrahayana 25, 1881 (Saka).

H. C. DASAPPA,
Chairman,
Estimates Committee.

APPENDIX I

Recommendation No. 14 of 31st Report (First Lok Sabha)

The Committee learnt with surprise that the statistics for some of the major workshops were not readily available and it took ~~some~~ considerable time for the Railway Ministry to supply the information. Even then the information has not been complete.

Government's reply

The Committee desired information to be supplied in regard to individual workshops on a yearly basis since 1938-39. This information was compiled only with effect from 1952, prior to which date only certain important items of locomotives, carriage and workshop repair statistics were consolidated for record purposes in the Board's office, the details being kept by railways and gauges and not workshop-wise in the Monthly abstract. Therefore it took some time for the railways to collect information from their different units. Further certain additional data desired by the Committee, e.g., value of manufactured articles, cost of workshop buildings and equipments, statistics of man hours and General-on-cost percentages never formed part of the workshop repair statistics. The information relating to the earlier years could not be obtained owing to non-availability of old records in certain cases, dislocation of old records of Kancharapara Workshops during partition or non-recovery, after partition of the records of ex B.A. Railway's C.M.E's office from E.B. (Pakistan) Railway and certain other workshops having been switched over during the war to munition work for the Defence Ministry. In the case of certain of the workshops of the ex Indian State Railways, the required details relating to pre-regrouping period were not maintained by them.

Attention is, however, invited to the replies to the recommendation Nos. 13 and 16 of this Report regarding the action proposed for the future.

APPENDIX II

Recommendation No. 16 of 31st Report (First Lok Sabha)

The Committee find that there is at present no uniformity in the statistics regarding performance maintained in the various workshops, and that full use is not being made of the information that is available. They are of the view that a detailed comparative examination of the nature proposed by them could lead to effective economies and increased efficiency. The Committee recommend that in addition to the present budgetary appropriation control, expenditure in workshops should also in future be subjected regularly to performance control, and the results for each of the major workshops indicated in the various individual Admn. Reports. A general survey should also be included in the Railway Board's Annual Report.

Government's reply

The Committee obviously refers here to the non-inclusion of the following items in the Railway Board's pamphlet entitled "Monthly Workshop Repair Statistics" *vide* para 21 (Recommendation No. 5 of the Committee's 29th Report and Recommendation No. 14 of their 31st Report) :—

- (1) Percentage of "General-on-cost" levied on jobs undertaken in workshops.
- (2) Expenditure incurred on buildings and equipment separately under (i) Capital, (ii) D.R.F. and (iii) Other Revenue.
- (3) Value of articles manufactured for stock *viz.*, Loco. spare parts, carriage and wagon spare parts etc.
- (4) "Man-hours" worked and "Absentee man hours" in various workshops.

It is intended to include these particulars also in Board's pamphlet referred to above. In this connection, reference is invited to the reply already given to Recommendation No. 13 of this Report which covers these points as well.

In view of what is stated in the reply to recommendation No. 13* of this Report and the fact that the figures on individual shop-wise basis are printed monthly in the Railway Board's Monthly Workshop Repair Statistics, it is not necessary to include these results again either in individual railways' Annual Narrative Reports of the Railway Board's Annual Administration Report.

*Reproduced as Annexure

Annexure

Recommendation No. 13 of the 31st Report (First Lok Sabha)

A regular analysis of workshop statistics, not merely with reference to the performance in varying periods but also comparing the performance with that of another similar unit, should be very useful in effecting economies and improving efficiency.

Government's Reply

The performance of individuals workshops on each railway in respect of unit repairs to locomotives and repairs of other rolling stock, average cost of repairs, out-turn, value of articles manufactured and break-down of cost into material and labour is being analysed and compared with the performancy of previous periods as also with the performance of other units carrying out similar work. As regards inter-unit comparison of performance and efficiency obtaining in workshops on different Railways, there exist many difficulties in the way of implementing this recommendation is that

- (a) Working conditions vary considerably from workshop to workshop; number of working hours per week is not uniform, payment of local allowances in some workshops enhances the man-hour rate; and age, condition and design of plant and machinery affect quality and quantity of output etc.
- (b) Operating usage and conditions on various open lines have a bearing on the standards and practices obtaining in different workshops.
- (c) The scope and extent of shed and shop repairs vary from railway to railway.

The means of overcoming these difficulties with a view to introduce uniform production and accounting procedures are under examination in the Board's office in consultation with railway administration.

APPENDIX III

Recommendation No 6 of the 31st Report (First Lok Sabha)

The Committee consider that the present statistics comparing expenditure with performance are insufficient for an effective review since they are compiled for the Zonal Railways as a whole. They, therefore, consider that unless attention is given to performance at all levels including the lowest level review at the highest level by itself would be practically useless.

Government's Reply

The recommendation is accepted. The question of fixing proper units of performance against which expenditure may be rated at different levels is under examination.

APPENDIX IV

Analysis of the Action Taken by Government on the Recommendations Contained in the 29th Report of the Estimates Committee (First Lok Sabha)

1. Total Number of recommendations	20
2. Recommendations accepted fully by Government (<i>vide</i> recommendations in chapter II)	
Number ¹	9
Percentage to total	44%
3. Recommendations accepted partly or with modifications (<i>vide</i> recommendations Nos. 5, 11, 14 and 20 in Chapter III)	
Number	4
Percentage to total	20%
4. Recommendations not accepted by Government but replies in respect of which have been accepted by the Committee (<i>vide</i> recommendations Nos. 7, 8, 10, 16 and 19 in Chapter III)	
Number	5
Percentage to total	25%
5. Recommendations in respect of which replies of Government have not been accepted by the Committee (<i>Vide</i> recommendations in Chapter IV)	
Number	2
Percentage to total	10%

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