

# ESTIMATES COMMITTEE (1973-74)

(FIFTH LOK SABHA)

## SIXTY-THIRD REPORT

MINISTRY OF RAILWAYS  
(RAILWAY BOARD)

Action taken by Government on the recommendations contained in the Forty-Fourth Report of the Estimates Committee (Fifth Lok Sabha) on the Ministry of Railways (Railway Board) - Statistics regarding the financial implications of Passes and PTOs issued to their employees by the Railways and their publication in the Annual Reports of the Ministry of Railways (Railway Board)



LOK SABHA SECRETARIAT  
NEW DELHI

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(1973-74)

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\* Nominated by the Speaker as Chairman w.e.f. 22nd January, 1974, vice Shri Kamal Nath Tewari died.

\*\* Elected with effect from 29th November, 1973 vice Shrimati Jyotsna Chanda died.

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**Shri J.P. Goel** - Under Secretary.

STUDY GROUP 'E'

(ESTIMATES COMMITTEE)

1973-74

CONVENER

Shri Krishna Chandra Halder

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- 3. Shri R. N. Barman
- \*4. Shri Tarun Gogoi
- 5. Shri Giridhar Gomango
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- 12. Shri Ebrahim Sulaiman Sait
- 13. Shri P. Ranganath Shenoy
- 14.

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\* Elected with effect from 29th November, 1973 vice Shrimati Jyotsna died.

## INTRODUCTION

I, the Chairman of the Estimates Committee having been authorised by the Committee, present this Sixty-Third Report of the Estimates Committee on action taken by Government on the recommendations contained in the Forty-Fourth Report of Estimates Committee (Fifth Lok Sabha) on the Ministry of Railways (Railway Board) - Statistics regarding the financial implications of Passes and PTOs issued to their employees by the Railways and their publication in the Annual Reports of the Ministry of Railways (Railway Board).

2. The Forty-Fourth Report of the Estimates Committee was presented to Lok Sabha on the 27th April, 1973. Government furnished their replies indicating action taken or proposed to be taken on the recommendations contained in that Report on the 27th October, 1973, 1st December, 1973, 10th January, 1974 and 31st January, 1974. The replies were examined by Study Group 'E' of the Estimates Committee (1973- at their sitting held on the 16th April, 1974.

3. The draft Report was adopted by the Estimates Committee (1973-74) on the 20th April, 1974.

4. The Report has been divided into the following Chapters:-

I. Report

II. Recommendations which have been accepted by Government.

III. Recommendations which the Committee do not desire to pursue in view of the Government's replies.

5. An analysis of the action taken by Government on the recommendations contained in the Forty-Fourth Report of the

Estimates Committe (Fifth Lok Sabha) is given in Appendix III. It would be observed therefrom that out of 3 recommendations made in the Report, 2 i.e. 66.7 per cent have been accepted by the Government and the Committee do not desire to pursue 1 recommendation i.e. 33.3 per cent in view of Government's reply.

NEW DELHI-110001;

April 22, 1974  
Vaisakha 2, 1896 (S)

R.K. SINHA,  
Chairman,  
Estimates Committee.

## CHAPTER I

### Recommendation (Sl. No. 3, Para No. 16)

The Estimates Committee, 1972-73, in paragraph 16 of their 44th Report on the Ministry of Railways (Railway Board) - Statistical regarding the financial implications of Passes and PTOs issued to their employees by the Railways and their publication in the Annual Reports of the Ministry of Railways (Railway Board), had stressed that the relevant information about the collection of statistics regarding the financial implications of Passes and PTOs issued to their employees by the Railways for the year 1972-73 and onwards, should be accurately maintained by the Railways and published in their Annual Reports in future.

2. In their reply, the Ministry of Railways have informed the Committee that instructions have been issued to the Railway Administrations to collect the data regarding the issue of Privilege Pass and PTOs in respect of the year 1972-73 from the counterfoils of the Passes/PTOs issued to the Railway employees and incorporate the same in the General Manager's Annual Reports for 1972-73. The same will also be included by the Railway Board in the Report on Indian Rail for the year 1972-73. A footnote will also be added that the information collected represents the cost of Passes as issued and the cost of Passes/PTOs actually utilised will be much lower. Whether a simplified procedure could be adopted for subsequent years is under examination.

3. During his evidence in April, 1973, the Chairman, Railway Board had promised to furnish to the Committee the cost of Passes and PTOs issued to Railway employees in 1972-73 by December, 1973. Accordingly the Committee called for the requisite information from the Ministry of Railways (Railway Board). In their reply to the Committee, Government furnished on 10th January, 1974, a statement showing the cost of Passes and PTOs issued to the Railway employees during the year 1972-73, wherein the total cost of Passes and PTOs was shown to be Rs. 48.29 crores. As this amount did not cover all the Railway Offices, the Railway Board furnished a revised statement to the Committee on 31.1.1974. According to this statement the cost of Passes and PTOs issued to the Railway employees during the year 1972-73 has been shown as Rs. 48.35 crores.

4. The Committee note that the cost of Passes and PTOs issued to the Railway employees during the year 1972-73 amounted to Rs. 48.35 crores. The Committee consider that there is an imperative need for exercising strict control and effecting the utmost economy in the expenditure incurred by the Railways. They would, therefore, like the Railways to undertake a critical study of the whole procedure of issue of Passes and PTOs to see what economies can be effected in this expenditure and what procedural improvements are called for in this regard.

5. The Committee would further like the Ministry of Railways (Railway Board) to work out the cost of Passes and PTOs issued by each Railway to their employees category-wise, viz., Class I, Class II, Class III and Class IV separately and publish the same in their annual reports for the information of the Members of Parliament and the general public.

## CHAPTER II

### RECOMMENDATIONS THAT HAVE BEEN ACCEPTED BY GOVERNMENT

#### Recommendation (Sl. No. 1, Para No. 14)

The Committee are constrained to observe that although the Ministry of Railways (Railway Board) had assured the Committee as far back as July, 1968 that information regarding the number of passes issued, cost thereof etc., for the year 1968-69 which would be available to the Railways in the latter half of the calendar year 1969 would be made available to Parliament and the same procedure repeated in subsequent years, this has not been implemented so far. The Committee consider that non-fulfilment of assurance is a serious matter. However, in view of the sincere apology tendered by the Chairman, Railway Board, the Committee do not desire to pursue this matter further.

#### Reply of Government

The observations of the Committee are noted.

(Ministry of Railways (Railway Board) O.M. No. 73-B(C)-EC/V/44 dated 26.10.1973/4, Kartika, 1895).

#### Recommendation (Sl. No. 3, Para No. 16)

The Committee have considered the difficulties expressed by the Chairman, Railway Board in collecting this information for the previous years and the assurance given by him that the information for the year 1972-73 would be collected and included in the Annual Report, which would be submitted to Parliament just before the Budget next year. While the Committee do not want to insist on the collection of the information for the previous years, they would like to stress that the relevant information for the year 1972-73 and onwards should be accurately maintained by the Railway and published in its Annual Reports in future.

#### Reply of the Government

Instructions have been issued to the Railway Administrations to collect data regarding the issue of privilege passes and PTOs in respect of the year 1972-73 from the counterfoils of the passes/PTOs issued to the Railway employees and incorporate the

same in the General Manager's Annual Reports for 1972-73. The same will also be included in the Report by the Railway Board on Indian Railways for 1972-73. A footnote will also be added that the information collected represents the cost of Passes as issued and the cost of Passes/PTOs actually utilised will be much lower. Whether a simplified procedure could be adopted for subsequent years is under examination.

(Ministry of Railways (Railway Board) O.M. No. 73-B(C)-EC/V/44 dated 26.10.1973/4, Kartika, 1895).

#### Further Information called by the Committee

The Chairman, Railway Board during the course of evidence had informed the Committee as follows:-

"I would submit that the collection of information of the value of the passes as issued for a current year is easy. To hunt the previous record for finding out the information should be little difficult. I would humbly submit that we may be permitted to give the relevant information before the budget next year.....We will send to the Committee ahead of that by the end of December definitely. We shall make the information available".

#### Reply of the Government

On the 10th January, 1974, the Ministry of Railways (Railway Board) vide their O.M. No. F(W)73/PS 5.1/7, furnished a statement showing cost of Passes and PTOs issued to the Railway Employees during the year 1972-73 (Appendix I).

#### Further Information Supplied by Government

On the 31st January, 1974, the Ministry of Railways (Railway Board) vide O.M. No. E(W)135 1/7, furnished a revised statement showing cost of Passes and PTOs issued to the Railway employees during the year 1972-73 (Appendix II).

#### Comments of the Committee

Please see paras 4 and 5 of the Report (Chapter I).

## CHAPTER III

### RECOMMENDATIONS WHICH THE COMMITTEE DO NOT DESIRE TO PURSUE IN VIEW OF THE GOVERNMENT'S REPLY

#### Recommendation (S. No. 2, Para No. 15)

The Committee note that according to a sample survey made on the Northern Railway in 1962 to determine the money value of Passes and PTOs issued to Railway staff, the total annual financial effect for all the Railways was reckoned by the Ministry to be about Rs. 8 crores for passes and about Rs. 70 lakhs for PTOs. The Estimates Committee (1967-68) had on the basis of information available in published documents, roughly worked out the figure of the cost of passes and PTOs as Rs. 17.39 crores. In their latest communication, the Railways have now informed the Committee that the cost of utilisation of Passes and PTOs to Railway staff during 1968-69 was approximately Rs. 25 crores. The wide disparity in the figures of the cost of PTOs and Passes as indicated above, underlines the need for maintenance and collection of accurate statistics regarding the cost etc., of passes and PTOs which was recommended by the Committee in 1968. The Committee are not convinced by the reasons advanced by the Ministry of Railways that the collection of these statistics would require 200 extra clerks, costing approximately Rs. 10 lakhs per year. They fully agree with the observation made in this regard by their predecessor Committee (1967-68) that "if there is a will to do so, there are devices and methods to collect accurate statistics, without any additional financial burden". The Committee have no doubt that the statistics of the number of Passes/PTOs and cost thereof etc. can be maintained and collected conveniently by devising an appropriate form in consultation with the Efficiency Bureau of Ministry of Railways and the Railway Finance which should be filled in before a Pass/PTO is issued to an employee. The Committee are convinced that if a suitable form is devised to collect this information at the time of the issue of Passes/PTOs the relevant statistics could easily be collected without much additional cost.

#### Reply of the Government

The observations of the Committee are noted. In the light thereof, it has been decided that data regarding the issue of Privilege Passes & PTOs to Railway employees during the financial year 1972-73 should be collected from the counterfoils of the Passes/PTOs issued to the Railway employees on payment of an honorarium to the staff undertaking the work.

FURTHER Information Called by the Committee

- (i) Please state the approximate annual expenditure that would be incurred on the payment of honorarium to the staff undertaking the work of collecting information about the issue of privilege passes and PTOs to railway employees.
- (ii) Please state whether the question of devising a proper form in consultation with the Efficiency Bureau of the Ministry of Railways and the Railway Finance has since been examined and if so, with what results. In case it has not been examined, please state the reasons therefor.

Reply of the Government

- (i) The approximate annual expenditure on honorarium to the staff undertaking the work of collecting information on the basis of existing available figures of issue of Privilege Passes & PTOs would be of the order of Rs. 2 lakhs.
- (ii) The matter has been considered in consultation with the Efficiency Bureau of Ministry of Railways and the Railway Finance and it has not been possible to devise an appropriate form which should be filled in before a Pass/PTO is issued from which the statistics of the number of Passes/PTOs and cost thereof etc. can be maintained and collected conveniently. It was therefore decided that the data regarding the issue of privilege passes and PTOs during the financial year 1972-73 should be collected from the counter-foils of the Passes/PTOs issued to the Railway employees on payment of an honorarium to the staff undertaking the work. The question whether in future years the data should be compiled by using sampling techniques is under consideration and before such a system is adopted the Estimates Committee will be approached for their approval.

(Ministry of Railways (Railway Board) O.M. No.73-B(C)-EC/V/44  
dated 1.12.1973/10 Agrahayana, 1895).

NEW DELHI-110001;

April 22, 1974  
Vaisakha 2, 1896 (Saka)

R. K. SINHA,  
Chairman,  
Estimates Committee.

## APPENDIX I

**STATEMENT SHOWING COST OF PASSES AND  
PTOs ISSUED TO THE RAILWAY EMPLOYEES  
DURING THE YEAR 1972-73.**

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Railway	Cost of		Total cost of Passes/PTOs
	Passes	PTO	
Central	8, 34, 55, 683	59, 68, 131	8, 94, 23, 814
Eastern	2, 11, 55, 718	58, 67, 783	2, 70, 23, 501
Northern	7, 88, 98, 403	93, 99, 657	8, 82, 98, 060
North- Eastern	1, 99, 98, 833	15, 15, 891	2, 15, 14, 814 (execpting three units viz., Dy. CME(Shop) Gorakhpur, Dy. CME (Shop)/Izatnagar & Security Officer, Lucknow)
Northeast- Frontier	2, 05, 62, 946	3, 59, 025	2, 09, 21, 971
Southern	4, 21, 05, 291	52, 37, 544	3, 73, 42, 835
South- Central	3, 38, 49, 131	64, 35, 021	4, 02, 84, 152
—	—	—	—
—	—	—	—

South-Eastern	5, 05, 38, 973	46, 53, 653	5, 51, 92, 626
Western	6, 18, 81, 164	51, 52, 008	6, 70, 33, 172
Others	2, 11, 67, 524	47, 40, 471	2, 59, 07, 995 (except information from a few miscellaneous offices)
<hr/>			
Total :	43, 36, 13, 666	4, 93, 29, 274	48, 29, 42, 940
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NOTE : This information has been collected from the Counterfoils and represents a cost of passes and PTOs as issued and the cost of Passes/PTOs actually utilised will be much lower if due allowance is made for journeys not undertaken, or journeys undertaken for lesser number of persons or for a shorter distance.

## APPENDIX II

REVISED STATEMENT SHOWING COST OF  
PASSES & PTOs ISSUED TO THE RAILWAY  
EMPLOYEES DURING THE YEAR 1972-73.

Railway	Cost of		Total cost of Passes/PTCs
	Passes	PTCs	
Central	7, 57, 50, 364	48, 13, 996	8, 05, 64, 360
Eastern	2, 22, 26, 318	58, 67, 783	2, 80, 94, 101
Northern	7, 88, 98, 403	93, 99, 657	8, 82, 98, 060
North East	2, 23, 18, 016	19, 12, 676	2, 42, 30, 692
Northeast-Frontier	2, 05, 62, 946	3, 59, 025	2, 09, 21, 971
Southern	4, 21, 05, 291	52, 37, 544	4, 73, 42, 835
South Central	3, 38, 49, 131	64, 35, 021	4, 02, 84, 152
South Eastern	5, 05, 38, 973	46, 53, 653	5, 51, 92, 626
Western	6, 18, 81, 164	51, 52, 008	6, 70, 33, 172

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2, 65, 12, 219	50, 25, 326	3, 15, 37, 545
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43, 46, 42, 825	4, 88, 56, 689	48, 34, 99, 514
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This information has been collected from the Counterfoils and represents a cost of passes and PTCs as issued and the cost of Passes/PTCs actually utilised will be much lower if due allowance is made for journeys not undertaken, or journeys undertaken for lesser number of persons or for a shorter distance.

**APPENDIX - III**  
**(Vide Introduction)**

**Analysis of the action taken by Government on the recommendations contained in the Forty-Fourth Report of Estimates Committee (Fifth Lok Sabha).**

I.	Total number of recommendations	3
II.	Recommendations which have been accepted by Government (Vide recommendations at Sl. No. 1 and 3)	
	Number	2
	Percentage to total	66.7
III.	Recommendations which the Committee do not desire to pursue in view of the Government's replies (Vide recommendation at Sl. No. 2)	
	Number	1
	Percentage to total	33.3

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