

**RAILWAY CONVENTION COMMITTEE**  
**(1971)**

**THIRD REPORT**

**Commercial & Allied Matters**  
**( PART I )**



**LOK SABHA SECRETARIAT**  
**NEW DELHI**

*February 1973/Magha 1894 (Saka)*

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~~THIRD REPORT OF THE RAILWAY CONVENTION COMMITTEE (1971)~~  
~~ON COMMERCIAL & ALLIED MATTERS (Part I)~~  
(Presented on 23.2.1973)

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<u>Page No.</u>	<u>Para No.</u>	<u>Line</u>	<u>For</u>	<u>Read</u>
10	2.19	14	"providing"	"proving"
13.	2.29	7-8	"Sahibganj-Sealdah Section"	"Sahibganj-Kinl Section and Sealdah Division"
15	2.35	3	"of"	"at"
15	2.44	3	"of"	"at"
18.	2.48	1	"tried"	"tried on"
18.	2.49	6	"extent"	"extant"
19.	2.52	3	"in"	"is"
22	2.67	1	"case of harass-ment is"	"cause of harassment to"
26	2.86	5	"deputed"	"are deputed".
27	2.87	1	"tain"	"train"
27	2.88	3	"objectivity"	"objectivity"
33.	2.113	2	"where"	"there"
35.	3.2	6	"1967, -1969"	"1967, -1968, 1969"
38.	3.7	3	"reparking"	"repacking"
42	3.3(iv)	2	"quilty"	"guilty"
43	3.18	1	"para"	"para 3.2"
43	3.18	13	"should"	"could"
46	3.26	2&9	"extent"	"extant"
47	3.31	1	"been"	"has been"
57.	3.62(4)	1	"four-sheeled"	"four-wheeled"
57	3.62(4)	2	"88"	"8"
57	3.63	3	"taken upon"	"taken"
64	3.84	2	"to"	"of"
65	3.88	7	"Plans"	"Plants"
66	3.91	9	"that to"	"that in wagon loads wherever they find a discrepancy due to"
67	3.96	2	"Steel"	"Steel Plant"
68	3.100	5	"date"	"data"
68	3.101	13	"extent"	"extant"
70	3.108	1	"Ministry"	"Minister"
70	3.110	2	"incidents"	"incidence"
71	3.110	5	"DRP"	"RPF"
72	3.114	2	"para _"	"para 3.109"
72	3.114	11	"and can do"	"and do"
73	3.118	6	"handing"	"handling"
73	3.119	3	"handing"	"handling"
74	3.124	5	"thefts"	"thefts"
75	3.126	2	"eligible"	"illogible"
75	3.127	-	"labels"	"labels"/(wherever it

<u>Page</u> <u>No.</u>	<u>Para</u> <u>No.</u>	<u>Line</u>	<u>For</u>	<u>Read</u>
76	3.131)		"labels"	"labels" (wherever it occurs)
	3.132)	-		
	3.134)			
78	3.140	3	"heal"	"head"
79	3.141	9	"from"	"from being"
80	3.145	6	"have"	"have to"
81	3.148	4	"scale"	"scals"
90	3.177	4	"suspicion failed"	"suspicion as receivers of stolen property were handed over to the Rail-
	-way	Police. We have not	got	the details as to why
	the	prosecution failed"		
93	3.186	4-5	"Federation"	"Federation and National Federation"
	A(vii)			
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120	4.48	4	"That"	"The"
132	4.99	2	"importance"	"importance of"
132	4.99	3	"of property"	"of public property"
143	5.27	8	"Rs.6.58 crores"	"Rs.6.40 crores"
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160	5.86	4	"They"	"This"
168	5.121	2	"Commissions"	"Commissioner's"
171	5.127	2	"decread"	"decreed"
173	5.133	8	"decided"	"contested"
179	5.156	9	"Good"	"Goods"
179	5.156	18	"that the Chamber"	"that of the Chambers"
180	5.158	2	"stations"	"stations with"
215	-	1	"Appendix XII"	"Appendix XIII"
215	-	2	"Vdia para--"	"Vide para 6"
215	S.No.2	4	"as so"	"so as"
217	S.No.6	3	"vglance s mantaned to check the evl"	"vigilance is maintained to check the evil"
217	S.No.7	7	"also"	"also"
217	S.No.7	8	"purpos"	"purpose"
227	S.No.37	7	"well know"	"well known"
230	S.No.49	2	"to"	"or"
230	S.No.50	9	"tarpulins"	"tarpaulins"
236	S.No.68	13	"surveillance"	"surveillance"
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248	S.No.113	1	"Comittee"	"Committee"
249	S.No.114	13	"refurnishing"	"refurbishing"
250	S.No.119	1	"liwe"	"like"
251	S.No.121	1	"not"	"note"
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**RAILWAY CONVENTION COMMITTEE  
(1971)**

1. Shri R. K. Sinha—*Chairman*

**MEMBERS**

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3. Shri S. R. Damani
4. Shri M. Deiveekan
5. Shri K. Hanumanthaiya
6. Shri M. Kalyanasundaram
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14. Shri Harsh Deo Malaviya\*\*
15. Shri Pitambar Das
16. Shri Nageshwar Prasad Shahi
17. Shri Chakrapani Shukla
18. Shri M. P. Shukla.

**SECRETARIAT**

Shri Avtar Singh Rikhy—*Joint Secretary.*

Shri G. D. Sharma—*Under Secretary.*

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\*Nominated to be a Member of the Committee w. e. f. 18th August, 1972 vice Shri S. M. Krishna, resigned from the membership of Lok Sabha.

\*\*Nominated to be a Member of the Committee w. e. f. 24th May, 1972 vice Shri Mahitosh Purkayastha resigned from the membership of Rajya Sabha.

## INTRODUCTION

1. The Chairman of the Railway Convention Committee, 1971, having been authorised by the Committee to present this third Report on their behalf, present this Report on "Commercial and Allied Matters (Part-I)".

2. The Railway Convention Committee took the evidence of the representatives of the Ministry of Railways on "Commercial & Allied Matters" on the 21st, 22nd and 23rd November, 1972. The Committee wish to express their thanks to the Chairman and Members of the Railway Board and the Financial Commissioner for Railways for placing before the Committee the material and information that they wanted in connection with the examination of the subject.

3. The Committee also wish to thank the Members of Parliament, Railwaymen's Unions, Chambers of Commerce and Industry, Professional Organisations, Retired Railway Officers, Public Undertakings, State Governments and other individuals who have furnished memoranda to the Committee and given valuable suggestions on the working of the Indian Railways (*vide* Appendix XII).

4. The Committee also wish to thank the Federation of Indian Chambers of Commerce and Industry, New Delhi; the Federation of Associations of Small Industries of India, New Delhi; the Associated Chambers of Commerce and Industry, Calcutta; National Institute for Training in Industrial Engineering, Bombay; National Federation of Indian Railwaymen, New Delhi and Sarvashri D. D. Desai, M.P., G. D. Khandelwal, K. B. Mathur, D. V. Reddy and R. P. Srivastava for appearing before the Committee and making valuable suggestions.

5. The Report was considered and adopted by the Committee at their sitting held on 27th January, 1973.

6. The summary of recommendations|conclusions contained in the Report is appended to the Report (Appendix XIII).

NEW DELHI;  
February 12, 1973.  
Magha 23, 1894 (S).

R. K. SINHA,  
Chairman,  
Railway Convention Committee.



## CHAPTER I

### INTRODUCTORY

1.1. The Committee have in this Report dealt with some major problems affecting the functioning of the Railways, viz., Thefts and Pilferages, Compensation Claims, Ticketless Travel etc. These have not only a vital bearing on the Railway finances but have been agitating the public mind a great deal and have affected in no small measure their image as a public organisation.

1.2. Railways have all along enjoyed a pride of place in national economy as a premier public undertaking. The Committee are keen that the Railways should maintain this position by rendering greater service to the public and earning more revenues.

1.3. The Committee note that the Railways have expanded the Railway Protection Force a great deal and the expenditure on this Organisation is now of the order of about Rs. 12 crores per annum. The Committee however regret to point out that payments of compensation claims have been rising every year and they now exceed an amount of Rs. 12 crores per year. More than the financial burden cast on the Railways due to the heavy amount of compensation being paid, what is at stake is the public goodwill which the Railways cannot afford to lose at any cost.

1.4. The Committee have focussed attention in this Report on the need for re-organising the Railway Protection Force in order to achieve the objectives with which it was set up and also to ensure that the expenditure on this organisation is commensurate with the benefits derived.

1.5. As regards claims, the Committee feel that the Claims Organisation needs to be re-organised and rationalised in the interest of speedy settlement of claims, particularly those costing less than Rs. 1,000 which constitute about 80 per cent of the total number of claims. The Committee have gone through the exhaustive study made by Shri R. B. Lal, Additional Member (Retd.) Railway Board and note that many useful suggestions made in this Report are being processed and implemented by the Railways. The Committee have no doubt that if the recommendations of the One-Man Expert Committee and their own recommendations made in this Report are implemented in letter and spirit, it will help the Railways to reduce

the incidence of claims and also to settle them expeditiously thereby giving satisfaction to the users.

1.6. The loss on ticketless travel which was estimated a few years ago to be of the order of Rs. 20-25 crores annually, is now stated to have come down considerably. The evil is, however, far from being effectively eradicated in spite of the fact that the Railways have employed a sizeable number of ticket checking staff and have taken a number of measures to minimise its incidence.

1.7. In the face of the growing competition from road transport, the Railways have to salvage and refurbish their image as a reliable, efficient and quick carrier of public goods.

1.8. The Committee are distressed to find that the Railways are slowly losing the edge over road transport in respect of high rated commodities. Unless effective measures are taken to ensure quick and safe transport of goods, the Railways will in course of time, be left only with low rated, long distance traffic to carry. This is bound to further affect their financial position.

1.9. It is obvious that the situation calls for a thorough review and overhaul of the systems and procedures at all levels. The Committee consider that steps in this direction have to be taken by the Railways without further loss of time.

## CHAPTER II

### TICKETLESS TRAVEL

#### (a) *Methodology of assessing the extent of ticketless travel and measures taken*

2.1 The Committee enquired about the methodology followed by Railways in assessing the extent of ticketless travel on the Railways. The Ministry have informed the Committee that an exact assessment of the extent of ticketless travel is very difficult as it would necessitate an analysis of travelling by each and every train and then striking out an average. The present method of assessing ticketless travel is to—

- (i) strike out the proportion of passengers with tickets to those without tickets on trains on which such checks are conducted;
- (ii) assess the increase in window sales during periods of massive checks on ticketless travel; and combine these factors to arrive at an overall average of the extent of ticketless travel. It is admitted, this may not be the accurate method of assessing the extent of ticketless travel but no better method could be evolved so far. Based on this, it is estimated that ticketless travel on the Indian Railways is between 3 and 4 per cent.

2.2. Referring to the speech made by the Minister of Railways while presenting the Railway Budget for 1972-73 in the Lok Sabha on the 14th March, 1972 that "a survey to assess the extent of ticketless travel conducted in 1967-68, estimated that the loss was roughly Rs. 20 to 25 crores per annum", the Committee enquired how this figure was arrived at and what was the zone-wise/Division-wise break up of the estimated loss. They are informed that the sample check conducted in 1967-68 to find out the incidence of ticketless

travel disclosed an incidence of 5.2 per cent on the entire Indian Railways. Zone-wise figures were as follows:—

Railway	Percentage of ticketless travel.
Central	3.3
Eastern	5.6
Northern	5.1
North Eastern	9.3
Northeast Frontier	11.2
Southern	5.0
South Central	4.5
South Eastern	6.9
Western	4.5

As the earnings from passenger traffic on the Railways in the year 1967-68 was Rs. 252 crores, the loss on account of ticketless travel was assessed at about Rs. 13.5 crores. Subsequently, in 1968-69, massive raids were conducted with important stations as bases. A large number of ticket checking staff and Police & R.P.F. staff, with Magistrates to try cases on the spot, were deployed in these checks and stations concerned were completely cordoned off. These checks disclosed that the incidence of ticketless travel was much higher than 5.2 per cent revealed earlier and the loss on this account was assessed to be of the order of Rs. 20 to 25 crores. As these subsequent checks were not carried out all over the Indian Railways, it would not be possible to provide a break-up of the loss suffered on account of ticketless travel, Zone-wise or Division-wise.

2.3. In reply to a question if any further survey of this type was made after 1967-68, the Ministry have informed the Committee that no survey was conducted to assess the extent of ticketless travel after 1967-68 but attention was focussed on the necessity to intensify the campaign against ticketless travel in those sections and areas which were revealed as vulnerable by the checks conducted by the Central Ticket Checking Squad in 1967-68. Since then, efforts to

check ticketless travel have been intensified and the number of checks have gone up as shown below:

Year	No. of checks conducted		Total
	Magisterial	Concentrated	
1958-69 . . . . .	14,248	35,759	50,007
1969-70 . . . . .	13,743	36,251	49,994
1970-71 . . . . .	15,850	37,543	53,393
1971-72 . . . . .	16,308	40,791	57,099

2.4. During these various checks conducted by the Railways, the number of ticketless passengers detected has gone down while the sale of tickets has gone up as will be seen from the following figures:—

(In lakhs)

Year	No. of tickets sold Nos.	Passenger Earnings Rs.	No. of Passengers detected travelling without tickets or with improper tickets Nos.	Amount of fare and excess charges recovered Rs.
1968-69 . . . . .	2,21,26.11	2,65,10.07	84.66	340.25
1969-70 . . . . .	2,33,84.53	2,78,86.21	33.25	236.93
1970-71 . . . . .	2,43,11.36	2,95,49.38	15.26	185.77
1971-72 . . . . .	2,43,93.03	3,18,52.62	16.92	215.60

Zone-wise break-up of the above figures is given in Appendices I & II. Division-wise figures are stated to be not available.

2.5. The Committee enquired about the reasons for increasing the minimum penalty and the effect thereof on the incidence of ticketless travel. In a note on the subject furnished in October, 1971, the Ministry have stated that as the penalties provided in the Indian Railways Act, 1890 were not acting as sufficient deterrent against irregular travel, the Act was amended in June, 1969 with a view to the imposition of stiffer penalties. By this amendment,

which became effective from 10th June, 1969, the maximum fine that can be imposed by courts has been increased from Rs. 100/- to Rs. 500/-; a minimum fine of Rs. 10/- has also been provided for. The minimum amounts of lower and higher excess charges were increased from 15 paise to Rs. 5/- and from 50 paise to Rs. 10/- respectively.

2.6. In reply to a further question, the Ministry have furnished the following figures of the number of cases of ticketless and irregular travel on the Indian Railways the number of the tickets sold and the earnings realised therefrom since the imposition of stiffer penalties in June, 1969:

(In lakhs)

	No. of cases of ticketless & irregular travel detected	No. of tickets sold
1969-70 (Aug.-July)	16.8	23170
1970-71 (,, ,,)	15.1	23700
1971-72 (,, ,,)	17.5	25064

2.7. It has been stated by senior retired official of the Railways in his memorandum to the Committee that:

"The precise effect of the enhanced minimum penalty of Rs. 10 requires to be further studied and reviewed. One view is that its effect in practice is the reverse of what was intended. There are a large number of ticketless travellers from whom it is not realistic to expect to realise a minimum penalty of as high as Rs. 10 on the spot. The ticket collector is in a dilemma when dealing with this class of persons. On the one hand, due to the sheer number of such persons and want of time the ticket collector cannot hand them over to the police for the law to take its course. On the other hand, he cannot realise a lesser penalty which the culprit could possibly pay as it would place the ticket collector in an awkward position with the Accounts. In actual practice he generally takes the path of least resistance and lets them go or alternatively collects a lesser penalty unofficially and does not

account for it. The penalty, therefore, has to be made more realistic taking into account the difficulties encountered by the ticket collectors in enforcing this rule in practice."

2.8. In a note on the subject, the Ministry of Railways have averred that it is not a fact that the effect of increase in the minimum penalty has been the reverse of what was intended. On the contrary, the number of passengers now found travelling without tickets has gone down while the sale of tickets has gone up.

2.9. The increase in the penalty has resulted in a larger number of people having to be made over to the Police authorities for their inability to pay the enhanced penalties. This also entails guarding of these people by one or two T.T.Es. on the train till they are so handed over. Occasions do arise when, for want of adequate lock-up facilities, the police refuse to take over offenders, or the TTEs are obliged to let them off on account of their inability to guard them. Such occasions, however, are infrequent. As already pointed out, the result so far indicates that the number of passengers found travelling without tickets has gone down and the sale of tickets has gone up.

2.10. In order to ensure that the ticket checking staff do not face difficulties in making over passengers to the Police, the Railways have been instructed to augment the lock-up facilities wherever necessary.

2.11. It is not considered desirable to lower the penalty as the menace of ticketless travel is widespread.

2.12. The Committee enquired about the Zonal Railways/States where the problem of ticketless travel has assumed acute form. The Ministry have stated (Oct. 1971) that the Zonal Railways which suffer worst from this evil are the Eastern, the South Eastern and the North Eastern Railways. The States which are affected most are West Bengal, Bihar and Uttar Pradesh. The problem is acute in these States because of the habit having become chronic and the travellers not being amenable to discipline even by way of Police and Magisterial action.

2.13. The Committee further enquired if any detailed study had been undertaken by the Railways to locate the areas/sections where the evil of ticketless travel was endemic and if so, what steps had been taken or were proposed to be taken in such areas. The Ministry have stated in a written reply that the location of areas or sec-

tions where the evil of ticketless travel is endemic forms a regular and continuous process of the Railways' activities in ticket checking. Occasional checks of the following types are conducted in those sections as well as elsewhere to deal with the problem:

- (i) Checks through Divisional & Headquarters Special Squads.
- (ii) Concentrated checks through Travelling Ticket Examiners from other areas.
- (iii) Concentrated checks with the help of large contingents of Travelling Ticket Examiners and Railway Protection Force and Government Railway Police.
- (iv) Massive raids with selected bases with the assistance of the above type of forces and a large number of magistrates to try offenders on the spot.

2.14. Special massive checks have also been conducted in several areas in association with the State Governments. Further joint checks of this type are contemplated.

2.15. It was stated by the Minister of Railways in reply to Unstarred Question No. 3859 in the Lok Sabha on the 25th April, 1972 that a joint committee consisting of officials of Railway and State Government of Haryana was formed under the guidance of the Minister of Railways and Chief Minister, Haryana to take measures to combat the evil of ticketless travel in the State of Haryana.

2.16. The Committee called for a note indicating the follow-up action taken with regard to the recommendations made by the Joint Officials Committee and the results achieved. The Ministry have accordingly furnished the following information:

*Recommendation No. 1*

Such drives could be undertaken about once a year in a State; one Railway may not deal with more than one State at a time.

*Action taken*

The Haryana drive was conducted between 8-11-1971 and 22-1-



1972. Subsequent to this, drives were conducted in the following States:

- |                                   |                                   |
|-----------------------------------|-----------------------------------|
| (i) Gujarat (Western Railway)     | 15-3-72 to 30-4-72<br>(1½ months) |
| (ii) Punjab (Northern Railway)    | 1-5-72 to 30-6-72<br>(2 months)   |
| (iii) Rajasthan (Western Railway) | 10-7-72 to 9-8-72<br>(1 month)    |

The results are given in Appendix III.

2.17. A drive was proposed in U.P. but had to be postponed in June 1972. A drive is proposed to be undertaken in Andhra Pradesh from 1-11-72.

2.18. It would not be feasible to cover all the States in a year. However, attempts will be made to cover all States where the incidence of ticketless travelling is exceptionally high.

**Recommendation No. 2:**

The duration of these drives may be kept as two months.

**Action taken:**

As may be noticed above, the drives subsequent to the Haryana drive were for a period of one to two months. This pattern will continue.

**Recommendation No. 3:**

Follow up checks are necessary.

**Action taken:**

The results of the follow-up checks conducted in parts of Haryana between February and June and in parts of Gujarat in June are indicated below:—

	Haryana	Gujarat
(a) No. of persons detected travelling without tickets or with improper tickets.	2,190	1,001
(b) Amount realised	Rs. 21,570	Rs. 10,795

Follow up checks are being conducted in Punjab and Rajasthan.

**Recommendation No. 4:**

Publicity campaign on a long term basis through posters, newspapers, Radio, films, lectures in educational institutions etc. should be conducted by the Railway and the State Government.

*Action taken:*

2.19. The Railways do carry out publicity campaigns as a regular measure. During the period of 4 months between May and August, 1972, 53,550 posters/folders were distributed to educational institutions and displayed at important stations all over the Indian Railways. 74 press releases and advertisements were issued in important newspapers. Besides, talks and short features on ticketless travelling are broadcast on the All India Radio.

*Recommendation No. 5:*

Adequate number of Railway Magistrates should be provided before undertaking such drives.

*Action taken:*

This is invariably done.

*Recommendation No. 6:*

Onus of providing that he did not have "intent to defraud the Railway" under section 112 of Indian Railways Act should lie on the passenger and the Railway Act should be amended to this effect.

*Action taken:*

This is under consideration.

2.20. The Committee enquired about the categories of travellers (e.g., students, commuters, hawkers, etc.) who resorted to ticketless travel and the specific measures taken to dissuade them from this evil practice. The Ministry have informed the Committee that statistics regarding different categories of persons travelling without tickets or with improper tickets are not being maintained by the Railways as a regular measure. However, during the course of special checks conducted recently with the assistance of State Govern-

ments in Haryana, Gujarat and Punjab, an analysis of the type of ticketless travellers was made. The following break-up emerged:

Type	Percentage		
	Haryana drive	Gujarat drive	Punjab drive
(a) Students . . . . .	21.2	2.5	9
(b) Villagers & Agriculturists . . . . .	35.2	26.4	32
(c) Business community . . . . .	18.3	26.6	23
(d) Service Class . . . . .	5.2	44.5	2
(e) Others . . . . .	20.1	44.5	44

2.21. Apart from maintaining contact with the heads of educational institutions and seeking their cooperation, occasional lectures on the subject by retired Railway Officers in educational institutions have been arranged. Students are also being associated in campaigns against ticketless travel.

2.22. Railway Administrations have launched a social education campaign through newspapers, posters, announcements through loud-speakers at stations, talks over the All India Radio stations etc., to impress upon the public the fact that ticketless travel is a social evil and should be rooted out.

2.23. Hawkers detected travelling without tickets are dealt with according to rules and action is also taken against them by the Police for hawking without license.

2.24. During evidence, the Committee enquired on what basis the loss on account of ticketless travel had been assessed to be of the order of Rs. 20 to 25 crores in 1968 and whether this estimate still held good in view of the fact that the number of passengers travelling without tickets or with improper tickets had been stated to be 80 per cent less in 1971-72 as compared to the year 1968-69. The representative of the Ministry stated that the assessment made in 1968-69 did not hold good now as the incidence of ticketless travel had declined considerably as a result of intensive checks since undertaken and also due to enhancement of the minimum penalty to Rs. 10/-. This was evident from the improvement in window sales. The figure of Rs. 20 to 25 crores was only an "empirical" one arrived at on the basis of a survey made in 1967-68 on certain trains and in certain areas where the evil was of an endemic nature. No

such survey had been carried out after 1968-69 but it was now proposed to carry out another similar survey so as to make a fresh assessment of the problem.

2.25. The Committee enquired if the Ministry had taken any steps to ensure that ticketless travellers who were not able to pay the minimum penalty were not let off by the ticket checking staff because of the inadequacy of lock-ups. The representative of the Ministry replied that difficulties of this nature had been felt in certain areas. The Railways would however, in consultation with the State Governments concerned provide more or bigger size lock-ups where necessary.

2.26. The Committee enquired as to how far the increase of Rs. 16.60 crores in passenger earnings in 1970-71 over 1969-70 was due to (i) better passenger traffic (ii) increase in lead, (iii) rationalisation and revision of upper class fares and (iv) increase in sale of window tickets due to intensive checking and increase in minimum penalty etc. and whether the Railways had studied the actual impact of various measures taken by them to curb ticketless travel during the last 3 years. The representative of the Ministry stated that the break-up of additional passenger earnings during 1970-71 was as under:—

(i) Increase in upper class fares. . . . .	Rs. 4.25 crores.
(ii) Increase in lead in various classes. . . . .	Rs. 4.18 crores.
(iii) Increase in the No. of non-suburban passengers . . . . .	Rs. 8.17 crores
TOTAL	<u>Rs. 16.60 crores.</u>

2.27. The Committee pointed out that the figures of the number of cases of ticketless travel detected during the last 3 years (August to July) furnished to them actually indicated that there was an increase in 1971-72 as compared to the previous two years. The representative of the Ministry stated that this had to be considered in the light of steps taken in June 1969 when the ordinance raising the minimum penalty was issued. The number of persons detected travelling without tickets or with improper tickets consequently registered a fall from 8.4 million in the financial year 1968-69 to 3.3 million in 1969-70. There was a marginal increase in 1971-72 due to increase in the number of checks by about 12 per cent. The number of checks conducted in 1970-71 had been less because of the difficult law and order situation. The figures for 1971-72 had become available only recently. Keeping in view the trend, the need for more intensive checks was being emphasised. The Chief Ministers of various States were being approached to elicit their cooperation

in conducting surprise raids through special squads to be formed for the purpose.

2.28. To a question if the methodology of assessing the incidence of ticketless travel had been reviewed so as to arrive at a realistic figure, the representative of the Ministry stated that it was under "constant review". The Board have an idea to enter into an arrangement with the Indian Statistical Institute for undertaking a study of the problem similar to the one entrusted to them regarding coal movement.

2.29. The Committee further enquired if the Railway Board had identified the areas where the incidence of ticketless travel continued to be high and if so what steps had been taken to tackle the problem in such areas. The representative of the Ministry stated that the highest incidence of ticketless travel was in certain areas of Northern Railway particularly Moradabad Division, the N.E. Railway particularly Eastern U.P. and Bihar and on the Sahibganj-Sealdah Section of the Eastern Railway. The Ministry have subsequently furnished a list of sections where ticketless travel is considered rampant. The same is attached as Appendix IV.

2.30. The Committee pointed out that according to the sample check conducted in 1967-68, the incidence of ticketless travel on N.F. Railway was 11.2 per cent which was the highest among all Zonal Railways. They enquired if the reasons for high incidence of ticketless travel on this Railway had been analysed and if so, what remedial measures had been taken in this regard during the last four years and with what results. The Ministry have informed the Committee that the survey on the N.F. Railway in 1967-68 related only to two Divisions viz. Katihar and Alippurduar serving mainly West Bengal and Bihar. It could not be undertaken on the remaining Divisions viz. Lumding and Tinsukia. As is well known, the incidence of ticketless travel is much higher in West Bengal and Bihar. If the rest of the Railway had been surveyed, perhaps the incidence would have been less. Present indications are that the incidence has fallen as revealed from the number of persons detected during subsequent years, the increase in the number of tickets sold and at the same time, the large number of checks conducted.

2.31. Asked about the steps taken to curb ticketless travel on the Railways, the representative of the Ministry stated that these included surprise checks, prolonged checks at important junctions stations with the assistance of Railway Magistrates checks by TTEs.

in plain clothes, checks with the help of volunteers from social service organisations, associations of village elders, boy-scouts and students, educational campaigns and campaigns through newspapers and posters, cash awards and commendation certificates to staff who rendered meritorious services etc. etc. Audio-visual media were also employed for the purpose.

2.32. The representative of the Ministry added that the problem was not only that of law and order; it had a social aspect also which could be tackled only through social education. While it was necessary that there should be no outside interference in Railway administration whenever disciplinary action was taken against Railway employees who were found corrupt or who encouraged ticketless travel, it was still more necessary to inculcate social consciousness among students right from the age when they started learning.

2.33. In regard to the question of amending the Indian Railways Act so as to provide that it was for passenger to prove that he did not have the "intent to defraud the Railway" stated to be under consideration by the Ministry, the Committee enquired if the views of the Ministry of law had been obtained in this regard and when the amendment was proposed to be brought before Parliament. The representative of the Ministry stated that the matter was still under examination. The proposed amendment may lead to certain difficulties particularly to such of the passengers who, for legitimate reasons might not be able to purchase tickets. The view of the Law Ministry would be obtained before any such proposal was placed before Parliament.

2.34. The Committee note that the number of passengers detected travelling without tickets or with improper tickets which was 8.4 million in 1968-69, came down 3.3 million in 1969-70 and dropped further to 1.5 million in 1970-71 and 1.6 million in 1971-72, following the enhancement of minimum penalty for ticketless traveling in June, 1969. The figures of loss of Rs. 20 to 25 crores on account of ticketless travel estimated on the basis of a survey made during the year 1967-68 and massive checks in 1968-69, have, therefore, no relevance to the present day conditions and may be on the high side. It is apparent that the increase in minimum penalty and other measures taken by Railways to curb this evil have had some salutary effect on habitual offenders. The Committee nevertheless feel that a fresh survey of the type carried out in 1967-68 to assess the exact incidence of loss now being incurred by the Railways on this account is now overdue.

2.35. Such surveys should infact be carried out at least once in two to three years apart from the annual review which the Railways must be carrying out of the administrative level so as to furnish realistic data for devising effective measures to check ticketless travelling.

2.36. The Committee note that the Railway Board propose to entrust the task of assessing the incidence of ticketless travel on Railways to the Indian Statistical Institute. The Committee understand that the Institute had earlier been entrusted with the task of carrying out a study regarding coal movement on the Railways. They would like the Ministry to evaluate the results of this study with a view to determining its practical utility before entrusting another survey to the Institute. While taking a decision in the matter, it should also be ensured that the Institute is fully equipped for the purpose and that the task will be completed by a stipulated date. The terms and conditions of the contract should be specific so that the precise purpose of the study is clearly understood and the expenditure incurred is commensurate with the results achieved.

2.37. While commending the steps taken by the Ministry to curb the evil of ticketless travel during the last three years, the Committee consider that there is no room for complacency on this account as even by present estimates the extent of ticketless travel is between 3 and 4 per cent. Reckoned on the basis of passenger earnings during 1971-72, the loss would still be of the order of about Rs. 12 crores.

2.38. The Committee would, in particular, commend the special checks conducted in Haryana, Gujarat, Punjab and Rajasthan. They would like the Ministry to ensure that such drives are carried out at least once in a year in all the States and that particular attention is focussed during such drives on areas where this evil is prevalent in an endemic form e.g. on the Moradabad Division of Northern Railway, the Samastipur Division and certain other Sections of N.E. Railway falling in East U.P. and Bihar, the Sahibganj-Kiul section and Scaldah Division of the Eastern Railway etc. etc.

2.39. It is also necessary to undertake periodic follow-up checks in areas where massive checks are carried out so as to ensure that constant vigilance is maintained to check the evil of ticketless travel.

2.40. The Committee recommend that the Railways should launch a vigorous publicity drive through the various media of mass communication. Increasing use should be made of TV as a medium of

audio-visual education in areas where this facility is available. The Commercial Services of All India Radio may also be utilised for the purpose in an effective manner. Besides, the facility of making announcements at big stations regarding arrival/departure of trains etc. may also be utilised for educating the passengers about travelling with proper tickets on the trains.

2.41. Active co-operation of the Ministry of Education at the Centre and the Education Deptts. in the States should also be solicited in the social education campaigns, particularly in those States, where ticketless travel has been found to be prevalent on a large scale.

2.42. The Committee are concerned to note the apprehension of the Ministry of Railways that sometimes there is outside interference whenever action is taken against Railway employees who are found to indulge in corrupt practices or who encourage ticketless travel. The Committee would like to emphasise that deterrent punishment should be given to all those who are corrupt or who deprive the national exchequer of Government dues or those who invoke outside interference so that it has a salutary effect on others.

2.43. The Committee further suggest that government servants and teachers who are found travelling without tickets or with improper tickets should be reported to the Heads of their Organisations with a view to curb this evil among these persons. The Committee would also like the Railways to give publicity to persons prominent in public or social life who are found travelling without tickets or with improper tickets so that it may have salutary effect.

2.44. The Committee would further like the Ministry of Railways to take up at a high level, the question of provision of adequate lock-up facilities of places where the incidence of ticketless travel is high so that the ticket checking staff are not obliged to let off the passengers who are unable to pay the minimum penalty.

(b) *Ticketless Travel by Students*

2.45. In reply to a question about the specific measures taken to check ticketless travelling by students, the Ministry have stated that the students already enjoy adequate travel concessions and have, therefore, less excuse for ticketless travel than other passengers. To ~~wear them~~ ~~draw~~ ~~draw~~ away from this evil practice, various means



are adopted. Thus retired Railway Officers deliver lectures to inculcate in the minds of students an awareness of the evil nature of the practice and to make them buy season tickets and travel with tickets only. Students and their leaders are also associated with our raids in connection with ticketless travel. These measures have yielded encouraging results. The co-operation of the State Government Law and Order Departments is also sought actively to check ticketless travel and combat this evil to a greater extent.

2.46. The Committee enquired if the Railways had solicited the assistance of educational institutions in the matter of issuing passes by deputing their staff to collect the necessary charges along with school fees. The representative of the Ministry stated in evidence that this system had been tried on the Eastern Northern and North-eastern Railways "but found not enforceable." The system of associating students with checks against ticketless travel had also been tried for some time in Delhi with success but eventually the scheme elapsed because students could not be spared. The educational authorities felt that the students would be taken away from the studies. He added "some degree of cooperation will help us so far as the educational institutions are concerned.

2.47. The Committee observe that the special checks conducted recently by the Railways in certain States have shown that the percentage of students found travelling without tickets varies from State to State and that it is as high as 21.2 in the case of Haryana. As students form the most sensitive section of the population and provide the future leadership of the country, it is necessary for the Railways to focus their attention on educating them against this evil. A sustained multipronged drive with the co-operation of the State and educational authorities would go a long way in weaning them away from this practice. The State Education Departments and the University authorities may be requested to issue suitable instructions to all concerned in the matter so that the drive gets official recognition and earnest efforts are made at all levels to extend necessary co-operation to the Railways.

2.48. At the same time, it is necessary to adopt persuasive methods to ensure that the students who have to travel regularly by rail, do so on valid tickets|passes. The cooperation of students unions, Parents-Teacher Associations and the school|college authorities should be enlisted in greater measure for the purpose. The experiment of collecting the necessary charges for railway passes

along with school fees which is stated to have been tried Eastern, Northern and Northeastern Railways, may be revived and extended to other States where the incidence of ticketless travel by Students has been found to be high. In this connection, the feasibility of the railway staff visiting the educational institutions, meeting their heads and preparing the passes for students needing the same every month, according to a fixed programme, may also be examined. The Committee have no doubt that the facility of getting railway passes issued in this manner, would go a long way in minimising, if not eliminating altogether ticketless travelling among the students in whose names others also defraud the railways and bring bad name to them.

(c) *Adequacy of Booking Windows|Staff*

2.49. It has been represented to the Committee that one of the reasons for ticketless travel is the lack of facilities to issue third class tickets specially at large stations and junctions and also suburban stations in Bombay area. They enquired about the criteria followed in providing booking windows and the staff to man them as well as the extent procedure for reviewing the requirements in this regard. The Ministry have stated in a written reply that facilities at important stations dealing with heavy passenger traffic including suburban stations in Bombay area has been receiving constant attention. The following broad criteria are followed in providing extra booking windows|clerks at stations.

- (i) *Non-suburban stations*—One booking clerk is expected to issue about 100 tickets per hour.
- (ii) *Suburban*—One booking clerk is expected to issue about 200 tickets per hour.

2.50. In prescribing these guidelines, it has been clarified to the railways that the same can be altered for individual stations after taking into account the work-load during the peak hours and other local factors.

2.51. Inspections by officers and Inspectors are made to see whether the booking facilities are adequate and the booking windows are manned during working hours.

2.52. To create confidence in the public mind and to gauge the correct position, railways have instructions to issue advertisements in the local press about the working hours of booking offices and invite the public to send suggestions to the Chief Commercial

Superintendent indicating stations at which there is difficulty in getting tickets. On receipt of public complaints or Inspection Reports of Officers|Inspectors, the adequacy of booking windows is reviewed and wherever sale of tickets shows an upward trend or otherwise justifies the provision of additional booking windows, necessary steps are taken to augment the same.

2.53. It may be mentioned that during 'melas' puja-holidays, summer vacations etc. extra booking windows are opened to meet the extra rush of passengers.

2.54. The rush of traffic is particularly heavy at important and suburban stations during the morning and evening hours when queues are formed in front of the booking counters. Some of the measures adopted for reducing the service time to the passengers in the queues are indicated below:—

- (i) Rearrangement of booking work at existing counters in accordance with important streams of traffic.
- (ii) Opening of additional Booking counters during peak periods and on special occasions when there is heavy pressure at the booking counters.
- (iii) Provision of self-printing ticket machines at busy stations on suburban sections.
- (iv) Adoption of work study methods to streamline the procedure for issue of tickets so that the waiting time in the queue may be reduced to the maximum extent possible.
- (v) Volunteers from amongst office clerks and other suitable railway personnel and students sons|daughters|relatives of railway employees are utilised at certain stations as mobile booking clerks to work outside their duty|college hours on payment of an honorarium of Re. 1|- per hour during short rush periods.

2.55. The Committee enquired how the timings for opening and closing of booking windows, particularly for Third Class were fixed. In a note, the Ministry have stated that para 201 of IRCA Coaching Tariff No. 21-Pt.I stipulates that all booking office windows should be opened at least one hour before a train is due to arrive at a

station and longer where the traffic offering so requires. Wherever separate booking clerks are provided, booking windows are kept open till the departure of the trains. At stations where booking clerks are not provided and tickets are issued by Assistant Station Masters who also have to arrange for the reception and despatch of trains, the windows of Booking Offices are closed five minutes before the departure of trains. The working hours of all booking windows including Third Class Booking Windows are fixed by railways with due regard to the nature and volume of traffic offering at the station. At nominated large stations, where passenger traffic is heavy, booking windows are kept open round the clock.

2.56. In reply to a question if there was any machinery to review these timings to suit changes in train timings as well as to obviate difficulties of the travelling public caused by seasonal rush, the Ministry have stated that with the change in the timings of trains, the time of opening of booking windows is also adjusted automatically by the booking staff.

2.57. Additional booking counters are opened to cater to seasonal rush during summer, festivals, melas etc. Railways have instructions that the need of providing additional booking windows should be determined by actual observation at stations keeping in view the desirability of avoiding inconvenience to passengers from congestion at the booking counters.

2.58. Regular and surprise checks are carried out by officers and inspectors to ensure that the booking arrangements provided are adequate and function effectively, and passengers do not experience any avoidable difficulties in purchasing tickets. Wherever considered necessary, additional booking windows are provided or the timings for opening and closing of booking windows adjusted.

2.59. Asked if any cases of inconvenience caused to passengers due to inadequate booking arrangements, had been reported to the Ministry, the representative of the Ministry stated in evidence that instances of booking windows not being opened in time or lack of sufficient booking counters had been brought to their notice. These were looked into and necessary facilities were provided, where justified. On the suburban sections in particular, this matter was under constant review. Commercial Officers and inspectors were required to go round the stations and working hours were either increased or new booking windows were opened wherever necessary.

2.60. The Committee enquired about the scale on which leave reserve staff was provided in this case and whether it was adequate. They are informed that the leave reserve percentage in respect of staff including Inspectorial categories in the Commercial Department have been fixed from 15 to 25. The Railway Administrations are free to fix the percentages within the minima and maxima prescribed. No Railway Administration has approached the Board in regard to inadequacy of leave reserve for these categories. The question whether these percentages, where they are lower than the minimum as a result of a freeze in 1967, should be brought up to the minimum is engaging the attention of the Board.

2.61. During evidence the Committee enquired about the reasons for delay in arriving at a decision in the matter. The representative of the Ministry stated the minimum leave reserves were curtailed or frozen as a measure of economy but in the interim period wherever any shortage had been experienced, sanctions were given for increasing the strength of staff on an *ad hoc* basis. Depending on local circumstances relaxation would be given as and when required according to assessed needs.

2.62. The Committee enquired whether the experiment of utilising the services of volunteers from amongst office clerks and other suitable railway personnel and students/sons/daughters/relatives of Railway employees during short rush periods on payment of honorarium on a hourly basis had proved successful and if so whether there was any proposal to extend this arrangement. The representative of the Ministry stated that the experiment had been tried in the suburban sections in Bombay during peak hours, as well as on holidays and Sundays. Asked if the system was continuing, the representative of the Ministry stated that it was continuing on holidays and Sundays.

2.63. The Committee further enquired whether the Railways had considered the feasibility of utilising the services of unemployed youngmen or students on some payment to help during festivals or melas for issuing tickets to passengers. The representative of the Ministry stated that efforts in this direction had not been made. The Railways opened additional booking windows on such occasions. Services of students and unemployed youngmen were, however, availed of in foreign countries and the system could be tried in our country also in a limited way.

2.64. To a question if self printing machines had been installed at all busy stations, the representative of the Ministry stated that

the Railways were going in increasingly for these machines particularly on the suburban sections of Bombay and Calcutta as a matter of policy so that more people could be issued tickets within the same time.

2.65. The Committee understand that Government have appointed a Committee of Members of Parliament to examine the procedure in vogue on Railways in respect of sale of tickets and reservation of seats and berths and to suggest measures to streamline the same with a view to eliminate malpractices and minimise inconvenience to passengers in this respect. While the Committee do not, therefore, propose to go into this matter in detail, they would like the Ministry of Railways to undertake a quick survey of the adequacy of booking windows and booking clerks, particularly at important junction-stations which deal with heavy passenger traffic and take necessary remedial measures in this regard. As complaints continue to be voiced about the inadequacy of booking facilities for third class passengers who contribute 87 per cent of the total passenger earnings of the Railways and who also account for bulk of ticketless travellers, it is in the Railways' own interests to ensure that the inconvenience and hardships faced by the travelling public in purchasing tickets are removed expeditiously.

2.66. The Committee consider that the long queues at third class booking counters of busy stations practically throughout the year, are indicative of the fact that not much improvement has been made in the system of issuing tickets. It is not only necessary for the Railways to ensure that booking windows are opened sufficiently in advance of the train time to avoid last minute rush but also to see that the process of issuing tickets is streamlined and speeded up. The Railways may, therefore, undertake a scientific study of the problem keeping in view the manner in which it has been tackled in other countries so as to rationalise and streamline the system. The Committee would also stress that supervisory officials should ensure that their directions for opening and closing of third class booking windows are scrupulously observed in letter and spirit. The Committee need hardly point out that wherever traffic so warrants, the Railways should arrange to open the booking windows earlier and should also provide additional booking windows wherever justified.

2.67. Lack of change is also a frequent cause of harassment is the public. The Railway authorities should ensure that adequate change is provided to the booking clerks to facilitate expeditious

issue of tickets and obviate hardship to the passengers.

2.68. The Ministry of Railways may also examine the feasibility of opening city booking offices/agencies in bigger towns where this facility is not at present available and also of opening additional offices/agencies wherever justified.

2.69. The Committee understand that the question of raising the leave reserve percentages in respect of booking staff in cases where they are lower than the minimum prescribed due to a freeze imposed in 1967, is engaging the attention of the Railway Board. The Committee would like the Ministry to examine the matter expeditiously so as to fix the leave reserve percentages on a rational basis. The services of surplus staff could also be gainfully employed for manning the booking counters, wherever necessary, by giving them training.

2.70. The Committee appreciate the idea of requisitioning the services of volunteers from amongst student/sons/daughters and dependents of railway employees as mobile booking clerks to work outside their college hours on payment of some honorarium during peak season or short rush periods. Such an arrangement would not only help the low paid railway employees to supplement their income but also generate among the students an urge to lend a helping hand to the Railway administration in eradicating ticketless travel. The Committee would, therefore, like the Ministry of Railways to take active steps to extend this system wherever it may be warranted. At the same time, care will have to be taken to see that vested interests do not develop and that the objective of curbing the incidence of ticketless travel is efficiently subserved with due regard to the need for affecting economy in all areas of Railway operation.

(d) *Entry into Railway Platforms*

2.71. The Committee enquired if the Railways had carried out any assessment about the number of persons who secured entry to railway platforms without buying platform ticket and whether any measures were being taken to ensure that there was strict checking at the entrance so that no one without platform ticket could get inside the station premises. The Ministry have informed the Committee that an analysis of persons getting into platforms without platform

tickets, as distinct from passengers wanting to travel by trains getting into platforms, has so far not been made. When such persons are discovered on platforms, they are charged as ticketless travellers irrespective of whether they wanted to travel by trains or gained entry to the platforms either to see off or receive someone.

2.72. In order to increase the effectiveness of check on such entries into platforms, stations are being provided with extensive fencing arrangements and plugging of various gaps which allow entry into stations by unauthorised persons. This can only be done to the extent funds permits. The same constraint limits the number of Ticket Collectors that could be provided. Also, where the Law and Order problem is serious, Police protection may also be necessary at entry gates.

2.73. The Committee further enquired if the Railways had examined the feasibility of introducing a token system specially at stations where the volume of traffic was very high so as to enable only bona fide passengers to enter the platform and to that end, sufficient number of one way gates may be provided to enable the passengers to get into the platform after putting the token into the slot which would automatically open the gate. The Ministry have stated that the token system is in force on certain underground Metropolitan Railway Systems. The fare for travel between any two points on the system being the same, a standard token is issued to all passengers. These conditions do not obtain in India.

2.74. In Japan, the Kinki-Nippon Railway has installed what is called "the Automatic Ticket Inspection System" at 19 of its busiest stations to cater for commuter traffic. This system consists of a Ticket Issuing Machine (special tickets consisting partly of magnetic tape are required) and an Automatic Ticket Inspection Machine. The gate is normally open and closes only when a passenger with an irregular ticket tries to enter. The main objective of this scheme is to save on manpower in view of labour shortage and rising personnel costs.

2.75. This system also would not suit the Indian Railways because (i) there is no shortage of manpower; (ii) station buildings would have to be completely redesigned to suit the system; and (iii) the existing arrangements for handling commuter traffic are satisfactory.



2.76. It is, however, possible to consider the introduction of one of the above systems on the new metropolitan projects for Calcutta, Bombay and Delhi that are currently under study. The equipment required for the token system can be manufactured in the country while that for the automatic ticket inspection system is not available within the country at present.

2.77. The Committee enquired during evidence if the Railways had considered the feasibility of barring entry into the platform to the public without a platform ticket. The representative of the Ministry stated that at stations where there were well-defined and fenced areas, this suggestion was being implemented but in the majority of non-suburban and mofussil stations it was not feasible to do so. He, however, admitted that the system could be tightened up at all big stations.

2.78. In reply to a further question, the representative of the Ministry stated that although the system of allowing non-passengers inside the platform was not prevalent in foreign countries, it would not be feasible to withdraw this facility in India and a move in this direction would be widely resented by the public.

2.79. The Committee consider that the system of checking the entry into railway platforms at busy stations is very loose, if not altogether non-existent. A large number of persons could be effectively stopped from travelling without tickets at the originating point itself if the Railways tightened up the system by effectively fencing off the railway premises at important stations. The Committee would like the Ministry to take necessary steps in this direction and to impress upon the Railway administrations the need for barring entry into railway platforms to all persons who do not possess either a regular journey ticket or a platform ticket. Surprise checks should be made to ensure that the instructions in this regard are strictly followed by the Railway staff posted at entry gates.

2.80. The Committee feel that it should be possible for the Railways, with their long experience, to check unauthorised persons from gaining entry through other points. The supervisory staff of the station should also lend a helping hand to cope with rush periods in order to prevent persons without tickets from gaining entry into or exit from the station.

2.81. The Committee further recommend that in the interest of service to the public and larger revenues, the Railways should so

locate the platform ticket booths that they are easily distinguishable and accessible to the public.

2.82. The Committee would, in particular, stress that self printing machines and other gadgets which can speed up the issue of platform tickets should be pressed into service at metropolitan and other busy stations.

2.83. The Committee further suggest that the feasibility of introducing the token system which is stated to be in force in certain underground metropolitan systems in foreign countries, in the metropolitan cities of Delhi, Bombay, Calcutta and Madras may be examined at the time of finalising the schemes for providing Mass Rapid Transport facilities in these cities.

(e) *Travelling Ticket Examiners*

2.84. The Committee enquired about the number of travelling examiners provided on the Railways *vis-a-vis* the total number of passenger|express|mail trains and whether it had been ensured that at least one TTE was provided on each train to check the tickets during the course of its run. The Ministry have stated in a note on the subject that the number of Travelling Ticket Examiners provided on Indian Railways as in March, 1970 was 7,974. The total number of passengers travelling on the Indian Railways is about 2,400 millions which comes to about 6.58 million passengers a day. The ratio of ticket examiners to passengers comes to one for 825 passengers. The above includes T.T.Es. who are to assist passengers in their accommodation in sleeper coaches etc. The position on various Railways is shown in the statement given in Appendix V.

2.85. Percentage of trains which are being subjected to checks varies from 100 per cent to 45 per cent in case of mail and express trains, 100 per cent to 42 per cent in case of passenger trains and 100 per cent to 19 per cent in case of suburban trains. To enable the checking of all trains fully, it would be necessary to increase this number on certain bad stations and provide police assistance as a regular measure.

2.86. Asked about the criteria followed in deputing Travelling Ticket Examiners for checking passengers in trains, both long and short distance, and whether the number of T.T.Es. was adequate to facilitate thorough checking *en route*, the Ministry have replied that T.T.Es. deputed on all trains. Some trains are manned by single T.T.Es. on a daily basis. The less important branch line trains

are manned by single T.T.Es once every two or three days according to a cycle roster. Trains which are not susceptible of effective checks by single T.T.Es are checked periodically by groups of T.T.Es.

2.87. One T.T.E. per train is generally found adequate, especially in view of the fact that the longer trains have separately manned sleeper and 1st Class coaches. However, on suburban sections and on sections where the law and order position is unsatisfactory, manning of trains by single T.T.Es is ineffective and is, therefore, replaced by surprise checks by groups of T.T.Es.

2.88. The Committee enquired about the system of assessment of the work of ticket checking staff and whether there were any in-built provisions to ensure objectivity in evaluation of their work. The Ministry have stated in a note that the average collection of a Travelling Ticket Examiner in a squad or group of Ticket Examiners deputed on a particular section, is calculated and the performance of any T.T.E. whose collection is less than 70 to 80 per cent of the average, is considered poor. Only collections on account of higher excess charge and luggage cases (actual detections) are taken into account in these calculations. Cases of extensions of journey or where passengers themselves contact the ticket checking staff for issue of tickets are excluded.

2.89. The target of collection fixed is based on identical conditions of working of the ticket checking staff and is, therefore, objective. Further replacement checks and surprise checks conducted frequently, ensure that the collections are not unrelated to the prevailing conditions. The system of punishments and rewards also ensures that the assessment is realistic.

2.90. During the course of evidence, the Committee pointed out that the number of travelling ticket examiners was stated to be 7,974 as in March, 1970 and that it was about .00003 per cent of the total number of passengers travelling on the Railways. They enquired whether it was not necessary to augment the number of T.T.Es for exercising more effective check on ticketless travellers. The representative of the Ministry stated that out of about 6½ million passengers carried daily by the Railways the number of suburban passengers alone was about 3½ million. These would have to be excluded since no effective check was possible in the crowded suburban trains. Thus, the number of passengers required to be checked by one T.T.E. was about 400 only in a full day. This was not a high figure.

2.91. The Committee pointed out that while it may not be possible for an individual T.T.E. to tackle group violence such as in the case

of students who deliberately travelled without tickets, it was certainly possible for the Railways to make conditions difficult for individual passengers to travel without ticket. The representative of the Ministry stated: "We agree that in certain areas it is possible that if we have some additional ticket examiners, it may be a deterrent to ticketless travel, but not in all areas".

2.92. Referring to the statement of the Ministry in a written reply that the less important branch line trains were manned by single T.T.Es once every 2-3 days according to a cycle roster, the Committee enquired how it was ensured that only the concerned staff knew about it and that it did not come to the knowledge of outsiders, particularly the habitual ticketless travellers, so that an element of surprise was always there. The representative of the Ministry stated that duties were rotated and the roster was controlled either by the Divisional Commercial Superintendent or the Chief Ticket Inspector himself. It was, therefore, not possible for the general public to know about it.

2.93. The Committee further enquired whether in view of the fact that ticketless travel was rampant on Branch lines, it was not necessary to check this evil effectively on such lines also. The representative of the Ministry replied that it was for the Zonal Railways to intensify the checks through squads of travelling ticket examiners in areas where experience showed that ticketless travel was on the increase. Where necessary, additional staff could be provided.

2.94. The Committee enquired whether in view of the onerous nature of duties of the ticket checking staff as well as to prevent them from falling prey to the lure of easy money, the Railway Board had considered the question of improvement of their emoluments. In a note on the subject, the Ministry have stated that the scales of pay are under the consideration of the Third Pay Commission, which is expected to submit its report in the near future. The Commission will doubtless take into account all relevant factors in formulating its recommendations in regard to Ticket Checking staff. The present scales were adopted in pursuance of the recommendations of the Second Pay Commission.

2.95. The Ministry have further informed the Committee that the Committee of NRUCC on Ticketless Travel had recommended that—

"T.T.Es. whose work is far above average should be encouraged and deterrent punishment be given to those who are slack in work. The existing instruction regarding rewards for good work by T.T.Es may be reviewed and liberalised."

2.96. In pursuance of this recommendation, the following incentives have been provided for:—

- (i) A reward of Rs. 250/- to T.T.Es who have to their credit, at the end of the year, the highest number of excess charge and unbooked luggage cases on the whole Railway;
- (ii) A reward of Rs. 75/- to the Squad of T.T.Es responsible for realisation of Rs. 500/- and over as excess charge for irregular travel of marriage parties, kisan specials, etc.
- (iii) A reward of Rs. 15/- to the T.T.Es whose earnings on account of higher excess charge in a quarter, are more than double the average higher excess charge per T.T.E. of his group; and
- (iv) A commendation certificate to a T.T.E. who issues an excess fare ticket for an amount above Rs. 100/-

2.97. The Railway Administrations have instructions to give the above rewards to the ticket checking staff regularly. In addition to the cash grants, Heads of Departments on Railways are also competent, under the powers delegated to them, to sanction cash awards to such staff for efficient execution of Railway work.

2.98. The figures of recipients of awards for 1969-70 and 1970-71 are given below:—

Year	Cash awards		Commenda- certificates
	No.	Amount Rs.	
1969-70 . . . . .	652	19,315	610
1970-71 . . . . .	1,030	33,125	627

2.99. In this connection, the representative of the Ministry further informed the Committee during evidence that previously there used to be a combined cadre of ticket collector and ticket

checker. The two had been separated under pressure from Railway staff unions. The result of splitting the combined cadre, had been that 'control over the T.T.Es. was not the same'. On receipt of the Report of the Pay Commission, they would try to combine it again with the consent of the unions.

2.100. The Committee enquired if the Railway Board had considered the feasibility of introducing some special allowance like 'checking' allowance to be given by way of recognition to those members of the ticket checking staff whose performance was found to be consistently good. The representative of the Ministry stated that there was a system of awarding the staff for their outstanding performance. There was also provision of 'outstanding' categorisation in the Selection Grades. There had been persons having outstanding record who had been given several rewards for their performance. The Divisional Superintendents were empowered to give such rewards. The representative of the Ministry added that the promotion prospects of ticket collectors and ticket examiners were not inferior to the other commercial staff and the distribution of grades was regarded as fairly adequate for the prospects of a man who joined as a ticket collector or ticket examiner.

2.101. To a further question if the feasibility of availing the services of staff other than ticket checking staff for ticket checking work or for conducting surprise checks on a voluntary basis beyond their rostered duty hours on payment of additional remuneration had been examined, the representative of the Ministry stated that this suggestion was considered some years ago but was not found to be feasible.

2.102. Asked if the assistance of Members of the National and Zonal Railway Consultative Committees had been enlisted, the representative of the Ministry stated that under the Railways Act, only an authorised employee could be directed to check the tickets. The Members of such Committees could be permitted to do so only in association with Railway staff.

2.103. The Committee enquired whether the system of ticket checking with the help of students and other non-official organisations/individuals had improved matters and if so, what the assessment of Ministry was of the help rendered by such organisations/

individuals The representative of the Ministry stated:—

“I would say that they have not made any impact on ticketless travellers. We will try on our own level, rather than depending on the agencies. Their knowledge of rules is not sufficient and they go with the idea that everything is wrong what the Railways are doing. They are not susceptible to advice by the Railway staff as to how checking should be done.”

2.104. The Committee enquired whether the Railways had made any assessment of the effectiveness and utility of the ticket checking staff at stations which dealt with heavy suburban traffic. The representative of the Ministry stated that the services of ticket inspectors could not be dispensed with. For, in their absence it would not be possible to have any check on persons going in and out of the stations. However, train checking was being done in suburban sections with the help of Flying Squads. While it was not possible to check every train and every compartment everyday, trains and stations were selected for checking at random and squads were posted opposite each bogie for checking the tickets.

2.105. The Committee note that the number of Mail and Express trains checked daily varies from 45.7 per cent on the Northern Railway to 61 per cent on South Central Railway while it is 100 per cent in the case of Eastern, North-eastern, Northeast Frontier, South Eastern and Western Railways. In the case of passenger trains, the percentage varies from 49 to 80 excepting South Eastern Railway where it is 100 per cent. It has been estimated by the Railways that 6524 additional TTEs will be required for ensuring 100 per cent check of all the 6027 trains while the existing strength of TTEs is 5,567 only.

2.106. In the absence of data as to the incidence of ticketless travel on Mail/Express and Passenger trains separately, the Committee are unable to hazard any guess as to the precise extent of ticketless travel on Branch lines. There is no denying, however that the magnitude of ticketless travel is very high on Branch lines. The Committee note that such trains are at present manned by single TTEs once every two or three days according to a cycle roster. It is obvious that the position in this regard is not altogether satisfactory. The Committee would like the Ministry to study the problem in depth and take necessary remedial measures so as to curb effectively the incidence of ticketless travel on Branch lines also which has not received adequate attention in the past.

2.107. In so far as Mail Express trains are concerned, the Committee consider that since such trains traverse long distances and are generally over-crowded, the Railways should ensure that they are subjected to thorough checking en route.

2.108. The Committee further note that while the evil of ticketless travel is stated to be rampant in the areas served by the Northern Railway, the percentage check exercised on Mail Express trains on this Railway is only 45.7. This position needs to be rectified without delay.

2.109. The Committee consider that the services of attendants provided in the coaches could be utilised to ensure that all those travelling in the coach hold tickets. The attendants on duty could be asked to report persons gaining entry into the coach without tickets to the train checking staff or to the station authorities for necessary action.

2.110. In so far as Suburban Trains are concerned, the Committee note that percentage of trains checked daily is much less than other passenger trains. The Committee have dealt with this aspect in their Report on "Suburban Services".

2.111. The Committee further observe that the Ministry are considering the feasibility of re-combining the cadres of Ticket Collector and Ticket Checker to ensure better administrative control over their functioning. The Committee also note that a system already exists of giving rewards and commendation certificates to the Ticket Examiners for consistently good performance. The Committee consider that in view of their onerous duties, the Ministry of Railways may examine in the light of the Report of the Third Pay Commission, what further incentives could be provided to this category of employees so as to wean them away from the lure of easy money. At the same time, it is essential that the staff indulging in corrupt practices and thereby conniving at and/or encouraging ticketless travel is brought to book expeditiously and is awarded deterrent punishment.

(f) *Other measures*

2.112 The Committee enquired if the Railway Board had examined the feasibility of introducing corridor coaches with entry at one end of the train and exit at the other with a view to tackle the problem of ticketless travel. The representative of the Ministry stated that they were going in increasingly for vestibulisation of trains as



it was easier to detect ticketless travel in vestibuled coaches rather than in corridor coaches. The latter proposition would not be feasible in the present conditions of our country.

2.113. The Committee drew the attention of the representative of the Ministry to the fact that at some places where was regular stopping of trains at the signal which encouraged ticketless travel. They enquired about the steps taken by the Railways to stop this practice. The representative of the Ministry stated that normally the trains ought not to stop outside the signal but they were stopped deliberately for two reasons. One was chain pulling by ticketless travellers and the other for purpose of smuggling of goods. Wherever it was found that the trains were stopped regularly at the outside signal, they deputed special squads of police for checking. It had, however, been observed that once attention was shifted to some other area, the practice again started in the old area after a month or two.

2.114. In reply to a further question, the representative of the Ministry stated that so far as New Delhi and Delhi stations were concerned, they had become very overcrowded and platform availability had become very difficult. It had, therefore, become necessary to open a third terminal so that the trains could be received without having to wait at the outside signal.

2.115. To a question if the Railways had considered the feasibility of introducing a system of issuing a certificate called, the "Guards Certificate" to persons who, for some reason were not able to purchase the ticket in advance and who asked for permission to travel by the train on payment of a nominal late fee. The representative of the Ministry stated that they had not studied the question of charging late fee from passengers. In case such a system was introduced, people would skip the queue and pay the late fee. In fact, the extant system of people getting into the trains or extending the journey after informing the guard was found unworkable. It was based on the German practice and was introduced at a time when the number of coaches was only 5 or 6. The Railways were now running 18 bogie trains and the guard was required to deal with a number of matters. The number of passengers coming in at the last moment and "challenging the guard" was making the system impossible. In fact, there were lot of representations that this rule must be cancelled and passengers should be asked to purchase tickets from the windows as in a cinema hall.

**2.116. The Committee note from the reply given to Starred Question No. 304 by the Minister of Railways in the Lok Sabha on the**

5th December, 1972 that the Railways are thinking of converting all the trains into vestibuled trains in order to facilitate checking of tickets. The Committee would like the matter to be carefully examined with a view to see whether it would really help in apprehending ticketless travellers and if so, what safeguards would be needed to ensure that the facility of going from one bogie to another in the running train does not, in fact, operate to the the advantage of the ticketless traveller and whether the expenditure incurred would be commensurate with the results expected to be achieved.

2.117. In this connection, the Committee would also like the Ministry to undertake a study of the places/areas where there is regular stopping of trains at the signals with a view to analyse the causes thereof and in particular, to ascertain to what extent this is due to operational difficulties so that necessary remedial measures may be taken to minimise such detentions which facilitate habitual ticketless travellers to get away undetected. The Railways may do well to organise surprise raids by ticket checking squads at such places to deter people from misusing the facility of alarm chains.

**CHAPTER III**  
**THEFTS AND PILFERAGE**

**A. Incidence of Thefts and Pilferage of booked consignments and Measure taken**

3.1. Thefts of booked consignments (including pilferage) during the last four years are evident from the table below:

Thefts and Pilferage

Year	No. of Cases registered	Value of property stolen (Rs.)	Value of property recovered (Rs.)	No. of persons arrested
1968-69 . . . . .	6,985	35,94,204	6,70,277	3,238
1969-70 . . . . .	6,820	39,69,401	6,69,227	2,030
1970-71 . . . . .	15,562	110,58,470	10,93,600	890
1971-72 (April-December). . . . .	30,802	127,78,498	9,18,323	1,764

3.2. The Committee called for a detailed statement indicating the number of thefts and pilferage on each of the Zonal Railways during the last five years. The statement furnished by the Ministry is reproduced below:

*Statement showing number of cases of thefts/pilferage of booked consignments on all Indian Railways for the years 1967, 1969, 1970 and 1971.*

Railway	Year	No. of cases of thefts	No. of cases of pilferages	Total No. of cases of Thefts and Pilferages	Total No. of persons arrested
1	2	3	4	5	6
Central . . . . .	1967 . . . . .	352	687	1,039	1,532
	1968 . . . . .	249	2,493	2,742	996
	1969 . . . . .	200	2,821	3,021	799
	1970 . . . . .	210	1,216	1,426	667
	1971 . . . . .	251	1,799	2,050	828

1	2	3	4	5	6
Eastern .	1967 . . .	436	14,963	15,299	616
	1968 . . .	432	8,258	8,690	1,387
	1969 . . .	449	6,432	6,881	1,049
	1970 . . .	658	14,731	15,489	1,282
	1971 . . .	752	14,699	15,451	1,013
Northern .	1967 . . .	444	206	650	377
	1968 . . .	343	1,349	1,692	1,024
	1969 . . .	329	763	1,092	456
	1970 . . .	291	852	1,143	340
	1971 . . .	401	5,166	5,567	430
North-Eastern .	1967 . . .	N.A.	N.A.	396	280
	1968 . . .	"	"	404	275
	1969 . . .	"	"	479	362
	1970 . . .	"	"	641	351
	1971 . . .	"	"	542	362
Northeast Frontier .	1967 . . .	145	243	388	400
	1968 . . .	140	287	427	430
	1969 . . .	143	172	315	310
	1970 . . .	219	213	432	424
	1971 . . .	296	255	551	550
Southern .	1967 . . .	171	241	412	494
	1968 . . .	109	2,767	2,876	222
	1969 . . .	66	4,176	4,242	83
	1970 . . .	61	4,239	4,290	118
	1971 . . .	61	5,265	5,326	129
South-Central .	1967 . . .	132	143	275	340
	1968 . . .	181	1,193	1,374	536
	1969 . . .	199	1,925	2,142	437
	1970 . . .	176	1,184	1,360	369
	1971 . . .	202	1,472	1,674	408
South-eastern .	1967 . . .	177	192	369	393
	1968 . . .	360	6,127	6,487	703
	1969 . . .	550	4,967	5,517	689
	1970 . . .	585	5,663	6,248	669
	1971 . . .	596	4,901	5,497	923
Western .	1967 . . .	367	5,623	5,990	373
	1968 . . .	302	5,198	5,500	1,301
	1969 . . .	238	6,009	6,247	757
	1970 . . .	223	4,360	4,593	707
	1971 . . .	242	4,371	4,613	586

NOTE : The figures are of known cases of thefts and pilferages taken up by the Railway Protection Force for inquiry and reported to the Government Railway Police for investigation.

3.3. The Committee enquired if any detailed study had been made regarding the areas where thefts and pilferage take place and if so, how many of the total thefts and pilferage took place at (i) break-of-gauge transshipment points (ii) at small Repacking Points (iii) in Yards (iv) on Running Trains and (v) in sheds in each Zone. The Committee also called for information regarding the value of goods involved under the above heads for each of the last three years and

the remedial measures taken in this regard. In a note, the Ministry have stated that the incidence of thefts and pilferages is a subject of constant study with a view to identify the places and sections where such cases occur more frequently. An assessment of bad spots is made by each Railway on the basis of reports received and investigations made in individual cases. Every Railway maintains a list of such vulnerable places|sections|yards for taking remedial measures.

3.4. In a further note on the subject, the Ministry have informed the Committee that places and sections which are notorious for thefts and pilferage are well-known and a list of the same is maintained both in the Security Directorate of Railway Board as well as on the zonal Railways. The degree of incidence of crime on such sections changes from time to time and Zonal Railways have to vary the degree of intensity of security measures to suit the changing pattern of crime on these sections.

3.5. The places which are notorious are as follows:—

EASTERN RAILWAY—Mughalsarai, Chitpur, Asansol/Andal.

NORTH EASTERN RAILWAY—Garhara.

NORTHEAST FRONTIER RAILWAY—Katihar and Malda-Chama-gram Section.

NORTHERN RAILWAY—Khanalampura, Kanpur (Juhi) and Tughlakabad.

CENTRAL RAILWAY—Kalyan and Bhusawal.

WESTERN RAILWAY—Sabarmati and Agra East Bank.

SOUTH EASTERN RAILWAY—Nimpura and Waltair.

SOUTH CENTRAL RAILWAY—Vijayawada.

SOUTHERN RAILWAY—Salt Cotaurs.

3.6. The statistics of thefts and pilferage are maintained by the Security Department under the following categories:—

- (i) Yard thefts of complete packages;
- (ii) Running train thefts of complete packages;
- (iii) Goods shed, parcel offices and platform thefts of complete packages; and
- (iv) Pilferages.

3.7. Cases of thefts occurring in the Yards of break-of-gauge points are included under item (i) above. Cases of thefts of complete packages from the transshipment sheds or reparking sheds are included under item (iii) above.

3.8. The following statement shows the number of thefts and pilferages and value thereof, classified under the above categories:—

(Rs. in lakhs)

	1969		1970		1971	
	No.	Value Rs.	No.	Value Rs.	No.	Value Rs.
1. Yard thefts . . . . .	737	5.84	715	9.69	924	15.38
2. Goods sheds, parcel offices & platform thefts . . . . .	367	1.85	275	2.28	320	3.00
3. Running train thefts . . . . .	899	11.00	1,169	17.23	1,397	20.02
4. Pilferages . . . . .	24,858	59.33	34,93	125.08	37,778	149.18
<b>TOTAL :</b>	<b>26,861</b>	<b>78.02</b>	<b>36,252</b>	<b>154.28</b>	<b>40,419</b>	<b>187.58</b>

Zone-wise break-up of the above figures is given in Appendix VI.

[Note—(i) The figure are in respect of booked consignments only and do not include cases of thefts and pilferages of railway property.

(2) The cases are those which are registered by the RPF after preliminary scrutiny of the messages received from the Stations. It may be pointed out that all cases of loss reported by the Stations are not necessarily due to thefts. Some losses may also take place due to mis-despatches, short-loading and packages going astray due to wrong marking, missing labels, irregular loading, etc.

(3) There are some cases of loss which though not registered may be due to thefts and pilferages.

(4) The value of goods stolen, as indicated above is the assessed value of goods as described in the messages. This value will not

tally with the actual value of the goods for which claims are ultimately preferred.]

3.9. The Committee enquired if a regular watch was kept on the incidence of thefts and pilferage on the various sections in a Division and if so, what action was taken at the Divisional, Zonal and the Railway Board level when the incidence of thefts showed a marked increase. They also enquired about the specific measures taken in this regard during each of the last three years and the results achieved. The Ministry have informed the Committee that the incidence of crime against booked consignments and Railway property is the subject of constant study at all levels. Besides, the normal steps which have been devised by the Security Organisation on the Railways in collaboration with the other Railway Departments as also with the Police, the following action is taken to keep a watch on the increase in the incidence of cases of thefts and pilferages and to check the same.

(1) Daily reports of such incidents are called for at the Zonal level from the Divisions and in Board's office from the Zonal Railways.

(2) These reports are scrutinized both at the Divisional and Headquarters level as well as in the Board's office and the areas prone to thefts and pilferages are identified.

(3) Claims Prevention meetings are held every month at the Divisional level by the Divisional Superintendent and at the Zonal Railway level by the Chief Commercial Superintendent to discuss claims matters and ways and means of reducing claims. These meetings are attended by the officers of the claims Prevention Department and the Security Department.

(4) Regular inspection visits are paid by the officers of the RPF and the Commercial Department to such areas to tighten up the machinery and to plug loop-holes.

(5) In 1972, meetings have been held by the Railway Minister with the Chief Ministers of some States, where the incidence of thefts and pilferages has been heavy and steps were devised for checking the same.

3.10. Specific measures taken during the last three years are as under:—

- (i) On the Eastern Railway, joint camps were started by the RPF and CRP against wagon breakers during 1969. Besides, a number of meetings were held by Railway officers with the officers of the West Bengal State Police to devise ways and means to check thefts and pilferages.
- (ii) Patrolling by armed and unarmed staff is being done in notorious sections.
- (iii) Armed pickets are also stationed at black spots.
- (iv) To the extent possible, night goods trains are escorted in the vulnerable sections by armed and/or unarmed RPF personnel.
- (v) Frequent raids are being organised by RPF with the help of local police and GRP to apprehend Railway criminals.
- (vi) Plain clothed staff of the Region as well as CIB staff from Headquarters, are deputed to collect Intelligence in regard to receivers of stolen property and criminals who commit thefts.

3.11. The measures taken have had the desired effect in that compensation claims paid on account of thefts and pilferage have shown a decrease on five Railways during 1971-72 as compared to 1970-71 viz., on Central, Northern, Southern, Western and South Central. There has been an increase on the other four Railways namely Northeastern, Northeast Frontier and South Eastern and Eastern. The measures are being intensified on these Railways to achieve better results. The statement given below is indicative of the results achieved:

*Statement Showing Railway-Wise Value of Compensation Claims Paid on Account of thefts and pilferages by the Indian Railways during the Years 1969-70, 1970-71 and 1971-72*

Year	Central Rs.	Eastern Rs.	Northern Rs.	N. E. Rs.	N.F. Rs.	Southern Rs.
1969-70	49,37,674	1,39,12,983	49,36,510	45,63,128	62,75,566	42,54,740
1970-71	56,14,297	1,69,98,588	37,21,185	32,06,147	73,84,885	43,76,397
1971-72	48,32,138	1,77,83,982	31,82,306	38,57,528	91,90,948	35,95,481



*Statement showing Railway-Wise Value of Compensation Claims Paid on Account of thefts and pilferages by the Indian Railway during the Years 1969-70, 1970-71, and 1971-72*

	South Central	South-Eastern	Western	Total all Indian Railways.
	Rs.	Rs.	Rs.	Rs.
1969-70 . . . . .	19,48,051	41,82,429	44,93,300	4,95,04,381
1970-71 . . . . .	24,41,579	60,66,547	44,443	5,42,50,948
1971-72 . . . . .	22,45,570	86,87,275	41,51,959	5,85,27,187

3.12. During evidence the Committee enquired about the number of cases of thefts of booked consignments (including pilferage) during 1971-72 (whole year), the value thereof and the measures taken to tighten up the security arrangements to check the incidence of such cases. The representative of the Ministry replied that the number of cases reported during the year 1971-72 was 36,000 and the loss was of the order of Rs. 1,72,63,492. Regarding the measures taken to tighten up the security arrangements, he stated that during the last 11 months since the drive was instituted, the principal measures taken were as follows:—

- (i) A system had been instituted whereby all cases of thefts and pilferage in the yards, platforms, running trains etc. were recorded by the Railway Protection Force and discussed at the Divisional level at a monthly meeting.
- (ii) The areas which were endemic to thefts were pin-pointed and measures taken to arrest the culprits by having additional watch by R.P.F. or plain clothes-men travelling in the trains.
- (iii) The incidents as well as the action taken were reported to the Headquarters Office where the Chief Commercial Superintendent and the Chief Security Officer discussed the same and tried to find out the bad features.
- (iv) Cooperation of the States and the Police was being enlisted by having periodical and regular meetings between the Railways, Railway Protection Force and the State authorities. Such meetings were initiated by the Minister himself and thereafter these were being held at lower levels between the Railways and State Organisations.

3.13. The Committee enquired whether any improvement had been noticed as a result of these steps. The witness stated that although there was no significant improvement, greater awareness had been

developed. There was more enthusiasm and keenness to go out and find the bad or troubled areas to check such cases. Some of the additional steps taken were:—

- (i) On certain Sections where it was found that the incidence of thefts of a particular commodity like foodgrains, sugar etc. was on the increase, trains were escorted by armed guards.
- (ii) Armed pickets had been posted in certain notorious areas.
- (iii) Through better intelligence, the culprits were being traced and prosecuted.
- (iv) A record of suspected Railway employees was also kept and there was an increasing drive to punish the guilty Railway staff who may be found working in collusion with anti-social elements.

3.14. Referring to the figures of known cases of thefts and pilferages taken up by the RPF for enquiry and reported to the Government Railway Police for investigation furnished to them in a written reply, the Committee enquired whether there were any such cases which were not known and consequently not taken up for enquiry/ investigation by GRP and if so, what their estimate of the incidence of such cases was. The representative of the ministry stated that apart from cases about which they had definite evidence, there were certain cases of wagons received at the destination in tampered or damaged condition. It was not possible to collect statistics of such cases as the tampering was done to the wagons on the way.

3.15. The Committee enquired whether the Railways had been able to identify the places and sections where thefts and pilferages took place in all cases and if so, which sections were notorious for such thefts and pilferages. The representative of the Ministry stated that as a result of the measures taken during the last few months they had definitely identified some areas where thefts were taking place either at the transshipment point or on the route.

3.16. The representative of the Ministry added that as a result of intensive effort, they had been able to locate certain people and detain them under the Maintenance of Internal Security Act, particularly in the State of West Bengal. It was proposed to follow it up in other areas by making more use of the Intelligence Cells and by concentrating more on finding out the places where Railway property was being disposed off.

3.17. In reply to a question about the organisation in the Railway Board to collect intelligence in regard to cases of thefts and pilferage, the representative of the Railway Board stated that Crime Intelligence Cells were functioning both in the Railway Board and in the various Zonal Railways. In cases where the crime was connected with more than one Railway, officers from the Crime Cell in the Railway Board were sent to conduct enquiries in the field with the help of Railway Police. They had been quite successful in handling cases of this nature which involved lakhs of rupees. The Crime Intelligence Cells at the Zonal level had been asked to concentrate in detecting receivers of Railway property. Another decision taken very recently was that the police would announce rewards for apprehending certain offenders. They had also identified certain routes of traffic where a particular type of crime was regularly recurring. It was proposed to give publicity to such cases so that people could come forward to give information and if such information was helpful in tracing the culprits, rewards would be given to the informants.

3.18. From the statement given in para the Committee observe that the incidence of thefts and pilferage on Northern Railway has gone up by about 388 per cent in 1971 as compared to the year 1970 (number of cases being 5,567 in 1971 as against 1,143 in 1970). They enquired about the reasons for the abnormal increase in the number of such cases and the remedial measures taken to control the situation. The Ministry have stated in reply that the figures indicate the number of cases registered by the Railway Protection Force. On the Northern Railway in earlier years not all cases of pilferage from seal intact wagons were taken cognizance of and registered for enquiry. In 1971 a drive was started on the Northern Railway for free registration so that the true state of affairs, particularly with reference to shortages from seal intact wagons should be disclosed. This accounts for the abnormal increase.

3.19. The actual incidence of thefts and pilferages of the Northern Railway may not be disclosed from the above figures. The compensation claims paid for thefts and pilferages is the correct index to judge whether crime has gone up or down. On the Northern Railway, against 37.2 lakhs paid as compensation claims for thefts and pilferages in 1970-71, the figures have dropped to 31.8 lakhs in 1971-72 which indicates that there is a definite trend of improvement.

3.20. Besides, the general measures taken on Railways to check thefts and pilferages during 1972 (c.f. para 3.12 above), supervision of unloading at destinations have been intensified in big goods

shed of the Northern Railway in order to check the inflation of shortages by unscrupulous railway staff. This experiment has shown good results.

*Incidence of Thefts and Pilferage in Eastern Region*

3.21. Referring to the high incidence of cases of thefts and pilferages in the Eastern Region as a whole, the Committee enquired about the specific measures taken to check their occurrence on the affected Railways. The Ministry have informed them that concerned at the heavy incidence of thefts and pilferages of booked consignments and Railway Property in the eastern Sector, the Minister for Railways convened a high level meeting in May, 1971 in which the Minister and officials from the Railway Ministry, Home Ministry, the Ministry of Steel and Mines and the Ministers and Officers of West Bengal were present. He also discussed this problem with the Chief Minister of Bihar. As a result of these deliberations, the following additional steps have been taken to curb this crime in the Eastern Sector.

- (1) Detention of criminals and receivers of stolen Railway property under special Acts such as Prevention of Violent Activities, Act and Maintenance of Internal Security Act in West Bengal.
- (2) Patrolling of the Railway track, especially in the vulnerable Sections, has been undertaken; for this purpose, the normal R.P.F. complement in this region has been re-deployed and properly mobilised so as to be more effective. Besides, considerable reinforcements have been sent to this region by deploying RPSF Companies.
- (3) The State Government of West Bengal have taken steps to organise village resistance groups for patrolling the track in certain areas. Railways meet the cost of such patrolling.
- (4) A special Intelligence Cell has been set up in Bengal (C.I.D.) to collect intelligence regarding the Railway criminals and receivers of stolen Railway Property. The cost of the Cell is borne by the Railways;
- (5) The officers of the R.P.F. have been paying regular visits to the badly affected areas to personally supervise the operations being carried out;

- (6) Personal supervision on loading and unloading of consignments at bad stations like Howrah, Chitpur, Kantapur etc. by officers and Inspectors.

3.22. The Committee pointed out that the incidence of cases of thefts and pilferages had registered an increase on the Railways serving the eastern region during 1971-72 as compared to 1970-71. They enquired about the factors responsible for this increase particularly when there had been a general improvement in the law and order situation in the area. The representative of the Ministry stated in evidence that the situation had started improving only during the first quarter of the current calendar year i.e. 1972. After the termination of the Indo-Pak. conflict, there had been tangible signs of improvement and the results would be reflected in the figures for 1972-73.

3.23. From the statement given in para 3.2 above, the Committee observe that the total number of cases of thefts and pilferage on the Eastern Railway was 15,489 in 1970 and 15,451 in 1971 as against 8,690 in 1968 and 6,881 in 1969. The number of cases of yard thefts (complete packages) and pilferages has also gone up from 123 and 6432 respectively in 1969 to 216 and 14,699 respectively in 1971. The Committee enquired if the Railway Board had analysed the reasons for the high incidence of these cases on the Eastern Railway during 1970 and 1971 and the steps that were being taken to ensure more effective vigilance particularly in the Railway yards by R.P.F. personnel. The Ministry have informed the Committee that the abnormal increase in the number of cases of thefts and pilferages on the Eastern Railway in 1970 and 1971 can be attributed to the deteriorated conditions of law and order in West Bengal. The State of West Bengal is principally served by the Eastern Railway and the crime situation in the whole State as also on the Railway was particularly bad in 1970 and 1971.

3.24. In addition to the measures enumerated earlier to the following points may be mentioned:

- (i) In their battle against criminals on the Eastern Railway there were 175 armed encounters between the R.P.F. and criminals in 1971. In 1972 there were 89 encounters till the end of October. 96 criminals were shot dead in these encounters in 1971 and 43 by the end of October, 1972. This action has had the necessary deterrent effect.

- (ii) Some of the Inspectors and Sub-Inspectors of Eastern Railway have been moved out of Eastern Railway to other Railways in late 1971.

3.25. The results achieved on the Eastern Railway in so far as the incidence of thefts and pilferages of booked consignments is concerned are encouraging. The following figures will disclose the same:—

	No. of cases registered	Value of property stolen
<i>Eastern Railway</i>		Rs.
January-October, 1971 . . . . .	16,964	89,47,916
January-October, 1972 . . . . .	9,990	58,23,894

3.26. It has been brought to the notice of the Committee that the extent instructions which require that the R.P.F. personnel and Guards-in-Charge of trains should check the wagons whenever they are likely to halt for 30 minutes or more are not being followed scrupulously with the result that it is too late when the irregularities or thefts come to light and it becomes extremely difficult to trace the culprits. The Committee enquired about the steps taken by the Railway authorities in the Eastern region, in particular, to ensure strict compliance with extent instructions on the part of the RPF and Railway Staff.

3.27. The Ministry have informed them that the question of checking of wagons at places where trains halt for 30 minutes or more presents a lot of problems these days as loads have become very long. Besides, due to dieselisation and electrification, halts are very short. The staff of one Senior Rakshak provided to check all seals is hardly sufficient to cover a complete train in the very short duration of halt.

3.28. The question of augmenting the staff for seal checking has been considered in the reorganisation proposals of the Railway Protection Force and additional staff for this purpose will be provided at more important seal checking points.

3.29. The Committee enquired about the steps taken by the Railways to improve the locking mechanism of wagons with a view to making it as fool-proof as possible. The Ministry have stated that

the present locking arrangements for locking covered wagons consist of the following:

- (i) Provision of E.P. Locks.
- (ii) Provision of rivets in the cottor holes.
- (iii) Provision of padlock.
- (iv) Provision for rivetting through the hole provided on the top end of the door locking spindle.

3.30. The above locking arrangements have been devised based on the long working experience and improvements that came to notice from time to time. The present arrangements are considered satisfactory. However, the process of bringing in improvement in the design is a continuous one and as and when any further improvements are found effective and workable, those would be introduced.

3.31. It been suggested to the Committee that the remedy for thefts and pilferages lies in electronic alarms etc. as the cost of Railway Protection Police tends to increase annually. Asked about their views in the matter, the Ministry have stated that the provision of electronic alarms is, perhaps, a good suggestion but it has to be pointed out that such devices apart from being expensive can only be provided in godowns and static storehouses. The provision of such alarms on running goods trains where a large amount of thefts and pilferages takes place is not feasible.

3.32. The Committee are concerned to note that there has been a sharp increase of 131 per cent in the number of registered cases of thefts and pilferage of booked consignments on the Railways during 1971-72 as compared to the previous year. The increase in 1971-72 as compared to 1968-69 has been still more marked, the figure being as high as 415 per cent. The value of property stolen has also gone up by 15 per cent in 1971-72 over 1970-71 and by as much as 252 per cent over 1968-69. The Committee do not consider the figures of compensation claims paid by the Railways as an altogether correct index of the position since the figures furnished by the Ministry only indicate the value of claims admitted by the Railways and not of those actually preferred by the public. Even so, the value of compensation claims paid has shown marked increase on the North-eastern, Northeast Frontier, South Eastern and Eastern Railways which among themselves accounted for as much as Rs. 3.95 crores and Rs. 3.36 crores during 1971-72 and 1970-71 respectively out of the total value of claims paid amounting to Rs. 5.85 crores and Rs 5.42 crores respectively.

3.33. The Committee note that the above four Railways on which the incidence of cases of thefts and pilferage is disproportionately high, serve the Eastern region where the law and order position during the above period has been far from satisfactory. The Committee also note that there have been signs of improvement during 1972 and hope the results would be reflected in the figures for 1972-73. As the figures on other Railways also are none too satisfactory, the Committee would urge the Ministry to pursue vigorously their efforts to check the incidence of thefts and pilferage of booked consignments which have tarnished the image of this premier public undertaking.

3.34 The Committee stress that major cases of thefts and pilferages should be investigated expeditiously to identify the places and sections where these have taken place so that effective measures could be taken in time to check their incidence. Care should be taken to avoid delays and detention to trains which are, particularly congenial to thefts and pilferages.

3.35. The Committee note that the places and sections which are notorious for such nefarious activities and where the incidence of thefts and pilferages are endemic, are "well known" to the Railways. The Committee see no reason why the Railways cannot take effective measures to eradicate this evil from these "well known" places/sections. The Committee would suggest that the Railways should conduct surprise checks of these vulnerable places to cleanse these areas of anti-social elements. Transshipment points and important loading and unloading stations should receive particular attention in this regard. Reserve staff for conducting surprise checks may be kept at zonal headquarters and at the Board's level by deputing competent staff, out of the existing staff strength to man this Reserve Force.

3.36. The Committee would further like the Railways to identify and keep a close watch over the commodities which are generally subject to thefts and pilferages. The causes should be analysed and effective measures should be taken to apprehend the gangs responsible for committing these thefts and pilferages as well as the receivers of such commodities.

3.37. The Committee need hardly emphasise that the role of the Security Organisation on the Railways in this regard is very vital and it is evident that the performance of this organisation would have to be judged by its success in controlling the incidence of crime against public property.



3.38. The Committee would like Government to deal with a firm hand any corrupt elements whether in the Railway Protection Force or in the Railway administration who are found to be conniving at and/or indulging in such activities. Such staff should be given deterrent punishment.

3.39. The Committee note that so far as Northern Railway is concerned, not all cases of pilferage from seal intact wagons, were taken cognizance of and registered for enquiry and it was only in 1971 that a drive was launched for free registration so that the true state of affairs could be known. The Committee would like the Ministry to issue clear and uniform instructions to all Railways in this regard, if not already done, in order to ensure that the figures of the number of thefts and pilferages are not artificially depressed at the lower levels but faithfully reflect the situation as it actually exists in a Section or Division.

3.40. The Committee suggest that the Ministry of Railways may explore the feasibility of providing electronic alarms in godowns and storehouses at important junction stations as a preventive measure. They may also study the measures taken and scientific devices adopted by other foreign Railways to detect thefts and pilferage and to apprehend the culprits with a view to their adoption on Indian Railways.

### B. Thefts and Pilferage at Transshipment Points and Yards

3.41. The Committee are given to understand that the staff of two Railways is generally concerned with the functioning of marshalling yards at transshipment points with the result that there is no proper coordination in checking thefts etc., and there are delays in transshipment. The Committee enquired about the action taken by the Railways to remove this anomaly and to provide for unified control so as to ensure efficient functioning of the transshipment yards. The Ministry have clarified that the work of transshipment is under the charge of one Railway only and commercial staff of that Railway along supervise the work of transshipment. The M.G. and B.G. marshalling yards may be under two Railways.

3.42. It is not correct to say that there is no proper co-ordination in checking thefts and pilferage and there is delay in transshipment due to lack of co-ordination. The officer controlling the transshipment point is fully competent to issue orders about placement of BG and MG wagons. Daily watch on the working of the transshipment points is also kept by the Zonal Railway Headquarters and the Railway Board.

3.43. M/s. Hindustan Steel Ltd. have, in their memo. to the Committee observed—

“In the case of Refractory materials and lubricants, there is invariable loss or damage to the consignment whenever there has been transshipment enroute. The transshipment by the Railways is not properly supervised and the rules regarding loading etc. which are published for compliance by the consignor are not strictly followed by the Railways themselves. It is, therefore, suggested that the Railways should introduce a system of effective and strict supervision at the transshipment points, wherever necessary”.

3.44. The Committee called for the following information in regard to thefts and pilferages in Moghulsarai and Garhara Yards during the last 3 years:—

1. No. of cases of thefts and pilferage;
2. No. of culprits apprehended (number of Railway employees and RPF personnel apprehended for such thefts etc.
3. No. of culprits convicted;
4. Value of property stolen;
5. Value of goods recovered;
- 6 Amount paid as compensation.

3.45. The information furnished by the Ministry is tabulated below:—

Statement in respect of Thefts and Pilferages in Moghul Sarai and Garhara Yards during the last 3 years, viz. 1969, 1970 and 1971

Year	No. of cases regd.	Value of property stolen	Arrests made		Total	No. of persons convicted	Compensation paid	
			RPF	Railway employees				
		Rs.	Rs.					
MOGHUL SARAI (EASTERN RAILWAY)								
1969	73	86,308	12,840	1	8	93	102	64 Not available as figures of Compensation are not maintained station-wise or yard-wise.
1970	198	2,20,004	21,928	..	23	106	139	77
1971	159	2,11,368	72,899	..	3	96	99	39
GARHARA (EASTERN RAILWAY)								
1969	5	2,650	1,400	Nil	Nil	..	..	Do.
1970	7	6,805	4,990	..	..	3	3	..
1971	7	8,630	840	1	..	12	13	..
GARHARA (N. E. RAILWAY)								
1969	94	34,598	11,712	8	7	85	100	21
1970	73	11,146	6,746	..	3	96	99	5
1971	45	8,166	6,166	1	..	60	67	7

3.46. The Committee enquired about the measures taken to tighten up security arrangements in these Yards and results achieved. The Ministry have stated in a note that Railways are fully alive to the problem of controlling thefts and pilferages in Moghulsarai and Garhara Yards. Apart from tightening up normal security arrangements, the following steps are *inter-alia*, being taken by the Railways:

1. An intensive drive to eradicate crime in Moghulsarai and Garhara has been launched.

2. The security arrangements at both the yards have been strengthened.

3. A post of Security Officer has been created at Moghulsarai and an additional Asstt. Sub-Inspector has been posted at Garhara to combat thefts and pilferages in these yards.

4. Additional Armed men have been provided for patrolling the vital sectors of the Moghulsarai Yard. RPSF patrolling has also been intensified at Garhara Yard and the outer signals round the clock.

5. Escorting of goods trains by armed personnel has been introduced.

6. Yard lighting arrangements in Moghulsarai and Garhara Yards and Transshipment points have been improved.

7. Frequent raids are organised jointly with the help of police and the criminals indulging in criminal activities or found in possession of stolen Railway materials are brought to book. A jeepable road has been constructed on the Eastern side of the Garhara Yard and a jeep has also been provided for patrolling.

**Results Achieved:—**

3.47. The fact that the incidence of crime has decreased in 1971 as compared to 1970 (as seen from the above statement) indicates that the measures taken have yielded fruitful results. During the current year upto August, 1972 only 41 cases of thefts and pilferages involving loss of Rs. 62,095|- have been reported from Moghulsarai Yard. Of this property worth Rs. 14,040|- could be recovered with the arrest of 14 veteran criminals.

3.48. The Committee further enquired about the steps taken to secure effective co-ordination between the Railways, the RPF and the Government Railway Police at Moghulsarai and Garhara. The

Ministry have stated that good coordination is maintained by the RPF with the other sister Departments of Railways, GRP and Civil Police. Every month a co-ordination meeting between the Security and Commercial Officers of Eastern, North Eastern, Northern and Central Railways is being held at Moghul Sarai in which all problems are discussed and remedial measures taken.

3.49. Frequent meetings are held with high police officials of GRP and Local Police and also with D.M. Varanasi. Regular meetings are held to maintain better coordination between RPF and GRP at Garhara.

3.50. Referring to a written reply furnished by the Ministry that the value of property stolen at Moghulsarai was Rs. 2.11 lakhs during 1971, the Committee enquired whether in view of the notoriety of this yard, the figures were not grossly underestimated. They also enquired how it was ensured that the thefts and pilferages were detected immediately and recorded. The representative of the Ministry stated that the figure represented what had been detected at Moghulsarai yard itself. Theft and pilferages which were not noticed in the yard but discovered only when the wagons reached the destination were not included in the above figure. He added "some times it is not possible to detain the wagons for a complete check; so they are released and a telegram is given to the next station to check the wagons".

3.51. As for the steps taken to curb the incidence of thefts and pilferages at Moghulsarai, the representative of the Ministry stated that during the last 18 months, patrolling in the area had been intensified and additional security staff had been posted in vulnerable areas. An attempt had also been made to create a scare among the receivers of stolen property around Moghulsarai. He further observed. "But I would submit that the statement that the Moghulsarai cases run to one lakh a day (as reported in some newspapers) is exaggerated because the total claim on the Eastern Railway for last year is of the order of Rs. 2 crores and 50 lakhs and Moghulsarai is part of the Eastern Railway. But I agree that being the biggest yard of the Indian Railways, the temptation of people to tamper with the wagons and loot the property is more at Moghulsarai as compared to other areas".

3.52. The representative of the Ministry further stated "there is no doubt that round about Moghulsarai there are a number of people who are living and unemployed and they try to make money by some illegal methods. The then Minister suggested that if we give jobs

to 500 people thefts may go down. This is a socio-economic problem. At the time the Moghulsarai Yard was constructed there were certain villages in the areas and we could not acquire their land there; in this unacquired island of land there is no land tilled, and no industry inside."

3.53. The Committee were further informed that the entire RPF staff at Moghulsarai had been replaced by a new set of RPF staff. After the then Minister, Shri Nanda initiated the drive, some survey had also been made in the villages around Moghulsarai to find out the stolen property. A number of apprehensions and prosecutions had been made.

3.54. In a further note on the subject, the Ministry have stated that the number of persons apprehended and convicted at Moghulsarai and Garhara during 1972 (upto Nov. 1972) was as under:—

	No. of persons apprehended	No. of persons convicted
Moghulsarai . . . . .	130	1
Garhara (both NE and Eastern Rly. portion) . . . . .	53	9

3.55. The following specific steps are stated to have been taken in recent months:—

**Moghulsarai**

- (i) Static guards have been posted at East and West fly overs.
- (ii) Armed patrolling has been introduced in vulnerable sectors of the yards.
- (iii) Trains carrying high-rated commodities are being escorted by armed RPF staff.
- (iv) Close cooperation with the Government Railway police and District Police has been maintained to curb crime.

**Garhara**

- (i) RPF/RPSF staff have been deputed at vulnerable points in the yard.

(ii) Surprise checks by supervisory officers has been intensified.

(iii) Several bad hats amongst the RPF personnel and other railway employees have been transferred.

3.56. As a result of the measures undertaken, thefts and pilferages at Moghulsarai and Garhara are now well under control.

3.57. The Committee note that as a result of various measures taken, thefts and pilferage at Moghulsarai and Garhara are now "well under control." It was, however, admitted by the representative of the Ministry that "being the biggest yard of the Indian Railways, the temptation of people to tamper with the wagons and loot the property is more at Moghulsarai as compared to other areas."

3.58. The notoriety of these two yards in regard to thefts and pilferages makes it imperative that security arrangements are tightened so as to ensure that the incidence of thefts and pilferages is kept to the minimum. The Railways should pay particular attention to organised gangs and receivers of stolen property at these places and bring them to book with utmost expedition. The performance of security organisations at these notorious places should be kept under constant review and responsibility should be fixed for any lapses.

3.59. The Committee would also like the Ministry of Railways to issue suitable instructions to the zonal administrations concerned to ensure that complaints regarding lack of co-ordination, insufficient supervision and detentions to wagons at the Marshalling yards and transshipment points are attended to and corrective measures taken without delay.

### C. Thefts due to Wagon breaking/bleeding

3.60. The Committee enquired about the value of property lost due to theft by wagon breaking/bleeding (Zone-wise) during each of the last three years. The statement furnished by the Ministry is given in Appendix VII.

3.61. In regard to a question about *modus operandi* of criminals in such cases, the Ministry have stated that the known *modus operandi* of criminals who commit thefts by wagon breaking and bleeding are as under:—

- (1) By breaking seals and rivets of wagons attached to goods trains while the train is in slow motion or when it stops at engineering restricted places or at the outer signal.

- (2) By breaking seals and rivets of wagons with or without the connivance of railway staff in yards.
- (3) By greasing the track in mid-section and thereby compelling the train to stop and removing packages by breaking open seals and rivets.
- (4) By victimisation of wagons at shunting necks in collusion with railway staff.
- (5) By victimisation of wagons at isolated places of Yards| Sidings where no security arrangement exists.
- (6) By victimising wagons during shunting operation with the collusion of railway staff.
- (7) By making body holes in wagons with sharp instruments when the train is stationary in Yards or when it is in slow motion and pilfering goods mostly from bagged consignments through such body holes.
- (8) Pilfering of contents from bagged consignments through door crevices.
- (9) Cleverly tampering with the seals of wagons after commission of theft.

3.62. The Committee enquired if the RDSO had conducted any research in the matter with a view to reducing if not eliminating the incidence of such cases and if so, with what success. The Ministry have informed them that for reducing the incidence of thefts, RDSO have adopted the following measures after research:

- (1) Steel bodied covered wagons are designed and manufactured to accepted standards and are, therefore, adequate to cope with the stresses and strains encountered in normal service. Provision exists for securing the doors of standard covered wagons by means of chainless cotters and rivets and also by means of 'Ellis' patent locks. The design also incorporates anti-bleeding features in the door arrangements.
- (2) Corrosion of steel panels of wagons might facilitate puncturing and cutting of the affected portion for pilferage of contents. To combat corrosion, various measures such as use of copper bearing steel; elimination of horizontal joints and rivetting strips from wagon bodies and introduction of vertical panels; improved securing of panels to



under-frame; improved painting procedures with surface preparation by grit blasting; etc., have been taken.

- (3) Based on recent studies, instructions have been issued that the thickness of the bottom panels be increased from 2.5 mm to 5 mm and in addition, the bottom panels be attached to the crib-angles by means of welding to prevent ingress of moisture. Sizes of panel patches have also been standardised and 5 mm thickness of patches upto a height of 520 mm from the floor level for broad gauge 'CR' type wagons and 540 mm from the floor level for metre gauge 'MC' and 'MBC' type wagons respectively have been indicated for fitment during repairs. The Railways have been advised of these modifications.
- (4) In the latest design of four-sheeled covered wagon type 'CRT', 88 mm thick panels have been provided upto a height of 200 mm from the floor level.

3.63. Referring to the high incidence of cases of bleeding of wagons on the Eastern and Western Railways, the Committee enquired about the measures proposed to be taken upon by the Railway Board to tighten up the machinery so as to ensure that the RPF and Railway Staff found guilty of working in collusion with unsocial elements were brought to book without delay and awarded deterrent punishment. The representative of the Ministry stated in evidence that a massive drive had been launched during the last few months to repair the wagons. Instructions had been given that wherever body cuts and panel cuts were found in the wagons received at terminals, they should be repaired immediately so that loading was not done in defective wagons.

3.64. The Committee pointed out that the value of property lost due to bleeding of wagons during 1969, 1970 and 1971 had been stated to be of the order of Rs. 59.33 lakhs, Rs. 125 lakhs and Rs. 149.18 lakhs respectively, the incidence of such cases being very high in the case of the Eastern and Western Railways. As the various steps taken by the Railway Administration concerned did not appear to have succeeded in curbing the incidence of such cases, the Committee enquired about the measures which the Railway Board proposed to take to tighten up the machinery so as to ensure that the RPF as well as Railway Staff found guilty or working in collusion with unsocial elements were brought to book without delay and awarded deterrent punishment. In a note on the subject, the Ministry have informed the Committee that bleeding of

consignments generally occurs only from bagged consignments like grains, pulses, sugar, oil seeds etc. They generally occur from wagons which have panel and body cuts. In late 1971 the Railway Board took up this matter on high priority and directed all Railways to attend to repairs of body and panel cut wagons by patching the holes. This work has been undertaken on all the Railways and panel patching stepped up.

3.65. Daily reports are maintained on all the Railways regarding the number of panel cut wagons which are unloaded at destinations with shortages. A watch is kept on these figures and the Railways where such panel cutting is high are endeavouring to localise the area where panel cutting occurs and to take preventive measures. Instructions have also been issued to the Zonal Railways to restrict the circulation of panel cut and panel corroded wagons by intensifying panel patching and repair activity.

3.66. As regards action taken against staff found guilty or working in collusion with unsocial elements the information is as follows:—

Year	Arrested for thefts/pilferages of Railway Property		
	Railway Staff	RPF	Total
1971 . . . . .	1,587	215	1,802
1972 (Upto Oct.) . . . . .	1,455	202	1,657

3.67. The following table will indicate the number of Railway Protection Force staff punished departmentally during the years 1971 and 1972 (Upto Oct.)

Particulars of punishment	Year	
	1971	1972 (Upto Oct.)
Dismissals . . . . .	27	11
Removal/Discharge . . . . .	355	229
Compulsory Retirement . . . . .	11	59
Reduction . . . . .	507	253

3.68. The One Man Expert Committee on Compensation Claims had *inter alia* observed as under:—

“For preventing pilferage through flap-door crevices, it was decided as far back as 1926 to fit plates or angle irons at

the doors of covered wagons. But many wagons are still without this device. The Railway Board must lay down the target time for completing this work on all wagons, so that the recurring loss arising due to pilferage through flap door crevices can be checked. It must also be ensured that in new wagons, this device is invariably fitted."

3.69. In a note showing action taken on the recommendations of the Committee, the Ministry have stated that:

"This observation has been noted and railways instructed to take rigorous action in the matter.

It has been decided that no covered wagon would leave shops after periodical overhaul without being fitted with anti-bleeding device from 1-9-1970. The new wagons already have a provision of anti-bleeding device."

3.70. The Committee regret to observe that the number of cases of thefts and value of property lost due to wagon breaking/bleeding have been steadily rising. During 1971, as many as 37,778 cases were reported and the value of property lost was as high as Rs. 149.18 lakhs whereas the corresponding figures for 1969 were 1,686 cases and Rs. 15.85 lakhs only. It has been stated that roughly 50 to 60 per cent of pilferages are due to bleeding of consignments through door crevices, panel cuts and body cuts of wagons. It is unfortunate that despite the various measures taken by the Railways with regard to expeditious repairs of wagons with body/panel cuts, increase in thickness of bottom and side panels and other anti-bleeding devices adopted by the Railways, the losses on this account continue to be very high.

3.71. The Committee note that the Railways are alive to the need for bringing down the incidence of such cases and have launched a massive drive for repairs of damaged wagons. The Committee trust that apart from taking other preventive measures, efforts in this direction will be continued on a sustained basis and that wagons with panel/body cuts will not be used for carriage of high rated commodities. The position on the Eastern Railway is particularly disturbing and warrants special attention of the Ministry.

#### D. Losses on Foodgrains

3.72. In a memorandum submitted to the Committee, the Food Corporation of India have stated that "in the case of foodgrains, the  
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largest amount of thefts and pilferages occur from the consignments loaded in open wagons. The use of open wagons for transport of foodgrains has now become a regular practice over the years due to inadequate availability of covered wagons. In the light of the past experience, it should be possible for the railways to estimate the overall requirement of covered wagons for vulnerable commodities such as foodgrains and step up the availability of covered wagons on a programmed basis. This will considerably reduce the incidence of theft and pilferages of foodgrains.

3.73. The Committee enquired if the Railways had made an assessment of the overall requirements of covered wagons for vulnerable commodities such as foodgrains, sugar, jaggery, cement etc. and if so, what the extent of shortage was and what emergent measures were being taken to meet the same. In a note, the Ministry have stated that "the percentage of covered wagons utilised for the transport of foodgrains is progressively on the increase as may be seen from the following table:—

	Percentage of covered wagons to total loading of foodgrains	
	BG	MG
1967 . . . . .	76	92
1968 . . . . .	95	96
1969 . . . . .	93	99.9
1970 . . . . .	91.2	99.7
1971 . . . . .	39.2	99.4

"Even though particular steps are taken by the Railways to make covered wagons available preferentially for the movement of foodgrains, utilisation of open wagons at times becomes necessary in view of the concentration of heavy demand by Food Corporation of India for the movement of foodgrains immediately after the procurement of Rabi Crop. Availability of covered wagons for loading is also often reduced due to slower turn-round, on account of heavy detention at terminals for release. Moreover, due to the Green Revolution, the movement of procured foodgrains on F.C.I. account is concentrated on the Northern Region where the available wagons out of inward release are mostly opens, bringing in coal, iron and steel materials etc. It is not possible to ensure 100 per cent replacement of these inward release open wagons by bringing in fresh covered empties from long distances.

"Wagon requirements are assessed by the Railways taking into account the anticipation of traffic under different commodity groups and their lead. Requirements for covered wagons are worked out on this basis for damageable goods which should normally be loaded in covered. After the wagons are manufactured, the same are put into circulation in a common pool over all the Indian Railways. It is not possible to keep the covered wagons earmarked for any particular group or between specific areas. The whole fleet move over the entire system according to the pattern of traffic.

"The possibilities of utilising covered wagons for movement of coal to North India to make them available for backloading of foodgrains are also limited as a number of collieries are mechanised and can arrange loading only in opens.

"It may also be pointed out that pilferages are not confined to open wagons alone. There are extensive pilferages even in covered by piercing through the body panels. As a matter of fact, this vandalism on the covered wagons is another reason for shortage of the same for loading of damageable goods.

"Currently, we are experimenting with a design so that BOX (Bogie|Open) wagons can be fitted with sliding roofs. If this design proves successful we will introduce some such wagons so that they can be loaded with coal from Eastern Railway to Northern Railway and backloaded with foodgrains from Northern Railway to Eastern Railway."

3.74. The Food Corporation of India have further observed "Under the extant instructions, when foodgrains are loaded in open wagons these are required to move as a block rake duly covered with tarpaulins and escorted by Railway Protection Force Staff. It has been our experience that the arrangements regarding the provision and checking of tarpaulins on block rakes are far from adequate and escorting by R.P.F. is not done throughout the journey of the train. Arrangements in this regard need to be improved".

3.75. The Committee enquired about the steps taken by the Railways to improve matters in this regard. The Ministry have informed them that when open wagons are loaded with foodgrains, they are invariably covered with tarpaulins at the loading points. Wagons are again checked en-route to see that the tarpaulins are intact. However, in some cases tarpaulins do get blown up or get torn

en-route. Railways have been asked to check tarpaulins at more number of intermediate points and take remedial action whenever required.

3.76. Instructions exist for escorting of all rakes of open wagons loaded with foodgrains. This has repeatedly been emphasised and the subject matter was also discussed in a recent meeting of the Chief Security Officers and Claims Prevention Officers with the Board. However, the Railways have to arrange escorting within the limited strength of the R.P.F.

3.77. The Food Corporation of India have further stated in their memorandum that "Conditions which prevent fixation of responsibility for thefts and pilferages directly encourage the incidence of thefts and pilferages. It has become a standard practice with the Railways to issue 'said to contain' Railway Receipts for foodgrains. The effect of such Railway Receipts is that the loading station and the Railways do not accept responsibility for the number of bags loaded in a wagon. This provides the opportunity for deliberate theft of complete bags as no responsibility on the staff can be fixed in such cases and no compensation need be paid to the owners of goods. While thefts of this nature may not reflect in the claims settled by the Railways, the practice leads to a kind of working which erodes sense of responsibility on the part of the staff. It is, therefore, necessary that the Railways must review the facilities necessary for the grant of clear Railway Receipts."

3.78. The Committee enquired if this situation had been brought to the notice of the Railway Board and if so, what action had been taken in the matter. The representative of the Ministry stated in evidence that they were aware of this problem. During the last three or four years the production of foodgrains in Punjab and Haryana had increased considerably with the result that the number of wagons loaded from these areas had also increased. The number of loading stations had also gone up. It was not physically possible with the present available staff to check all the wagons. In fact, the wagons were loaded by the people employed by the Food Corporation itself and they were responsible for the same.

3.79. To a further question regarding losses on foodgrains and fertilizers imported into the country, the representative of the Ministry stated that despite their best efforts, the Port authorities had not been able to ensure that hooks were not used for picking up the bags. Efforts were being made to get a new type of bag with

a ring at one corner so that the hook could be threaded through that ring. It was yet to be seen whether such bags could become universal. This was however, primarily a matter to be dealt with directly by the Fertilizer Corporation of India and the Port authorities. The matter would again be brought to their notice for remedial action\*.

3.80. As for the adequacy of weighing facilities, the representative of the Ministry stated that unless weigh-bridges were available both at the loading and at the destination end, complaints in this regard would continue. Unless the volume of traffic between the loading and unloading points was large and regular, it would be difficult for the Railways to provide weigh-bridges in all places.

3.81. To a question why the Railways accepted the consignments when the bags were torn or damaged, the representative of the Ministry stated that according to Railway rules a person tendering a consignment should normally tender it in good condition. In case the consignment was not properly packed, the party was advised to pack it properly. Despite this, if goods were offered for booking, the Railways could not refuse to accept the same. However, a remark about the actual condition of the consignment was made in the Railway receipt so that there was no ground for making claims against the Railways for compensation.

3.82. The Committee enquired if the Railways had actually commissioned wagons with sliding roofs so as to utilise them for carriage of coal as well as foodgrains in view of the fact that experiments had been stated to have been made in this regard. The representative of the Ministry stated that experiments with sliding roof wagons were continuing with a view to test them as to their watertightness. Experiments made with cement had shown that no damage had been done. The only drawback was that such wagons could not be tipped. Use of such wagons was being tried on the Northern and Eastern Railways. If these wagons could be successfully used for loading and unloading of coal which was a manual process, the Railways would go in more and more for such wagons particularly because they were as pilfer-proof as any other covered wagon and could be utilised for carriage of foodgrains on their return journey.

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\*NOTE—(The Committee observe from the statement showing action taken on the recommendations of the One Man Expert Committee on Compensation Claims that it had been decided that to facilitate loading and unloading of bags, provision of ear or lift on the bag should be included in the packing condition prescribed for commodities packed in baags

3.83. The Committee note that the availability of covered wagons for carriage of foodgrains has been stepped up by the Railways during the course of the last three years despite certain compelling factors which limit their capacity to provide the required number of such wagons, e.g. the concentration of demand in a particular season and in particular areas, the need for utilising the open coal wagons which have to return empty, etc. etc.

3.84. In this connection, the Committee would, however, like to draw attention to the Ministry to the observation of the One Man Expert Committee on Compensation Claims that the commodities which are packed in bags, contribute most to the claims bill, the more important of these being grains and pulses, sugar, oilseeds, spices, cement, chemical manures and salt. The Committee would, therefore, like the Ministry to review periodically the requirements of covered wagons for vulnerable commodities in consultation with Public Sector Organisations and industrial undertakings concerned so that their availability could be so arranged as to meet the requirements to the extent possible.

3.85. The Committee further consider that tightening up supervision at the loading point, the intermediate points and at the unloading end, would go a long way in reducing the incidence of such cases. As considerable quantities of foodgrains on public account are moved in block rakes, it should be possible for the Railways to provide armed escorts for such trains who should also be responsible for seeing that seals/tarpaulins etc. are in tact. In case, thefts are still reported from such rakes, responsibility therefor should be fixed and the defaulting staff brought to book without delay.

3.86. The Committee have noted with interest the experiments being made to design wagons with sliding roofs so that these could be utilised for carriage of coal as well as foodgrains and other vulnerable commodities. They hope that in view of the encouraging results obtained in the matter of carriage of cement in such wagons, the designs would be finalised expeditiously and the question of manufacture in numbers decided early.

3.87. The Committee would also like the Ministry to pursue the question of providing bags with rings in one corner to facilitate lifting of such bags, with the Fertilizer Corporation of India and the Port authorities. The revised packing conditions should be evolved in consultation with the public undertakings and other Government organisations concerned expeditiously. Help of National Packing Institute should also be taken in this regard. After the packing conditions have been finalised, they should be widely published and brought to the notice of all concerned for compliance.



### **E. Thefts of Pig Iron and Raw Materials for Steel Plants**

3.88. In a memorandum submitted to the Committee by Hindustan Steel Ltd. it has been stated that "Thefts and pilferages seem to be chronic with the Railways. Although various remedial measures have been taken, the consumers of steel and particularly pig iron still continue to suffer heavily because of such pilferages. In case of incoming raw materials also, the losses suffered by Steel Plants are substantial".

3.89. The Committee enquired about the steps taken by the Railways to check the incidence of thefts of pig iron within the industrial belt of the country. The representative of the Ministry stated that they had requested the steel plants to offer such consignments in bulk loads as far as possible. Instructions had also been issued that covered wagons should be utilised for loading of pig iron offered by the Steel Plants to the extent possible.

3.90. In this connection, the Committee observe that the following recommendation of the One Man Expert Committee on Compensation Claims has been accepted by the Ministry:—

"There are complaints of heavy shortage of pig iron from open wagons in which it is generally loaded. Pig iron is an expensive material and has to be treated with more care than coal. As far as possible, pig iron should be loaded in covered wagons, which should be riveted."

3.91. In their memorandum submitted to the Committee, M/s. Hindustan Steel Ltd. have further stated:—

"The Steel Plants have a huge net work of Railway lines inside the Works and on any given day, a large number of wagons are interchanged between the Railways and the Steel Plants. Once the wagons are handed over at the inter-change points, the Railways absolve themselves of their responsibilities under Section 76/C of the Indian Railways Act.

If the requirements as laid down under Section 76(c) are to be fully complied with then it would be necessary to carry out a complete joint check of the wagons with regard to seals, side labels, conditions of the wagons etc. at the Railway yard, before the wagon is placed in the siding. If such a check is undertaken, it will only come in the way of efficient operation as the trains would require to be stabled for nearly two hours to finish thorough examination. The conditions laid down under Section 76/C are difficult to comply with in practice.

It is, therefore, suggested that suitable amendments may be made to this Section at least in the case of heavy industries like the steel industry, where inter-change of wagons is continuous round the clock. Otherwise, it is suggested that after the inter-change, within a reasonable time of say 24 hours, if the Steel Plants at the point of unloading detect defects in the wagons, the Railways siding clerk's certificate should be binding on the Railways. It has been the plants' experience that to damage, especially in refractory bricks and lubricants, the Railway administration turn down the steel plants' claims under provision of section 76(c)."

3.92. The Committee enquired during evidence whether the Railways had considered the feasibility of amending Section 76(c) of the Railways Act which provided for such joint inspection, and if not, whether they had any alternative suggestion to offer to overcome this difficulty. The representative of the Ministry stated that the type of inter-change examination which took place between the Railways and the Steel Plants was only in respect of fitness and safety of wagons. They did not carry out any other inter-change with reference to the condition of goods or wagons. Moreover, since in the Steel Plants most of the inward traffic was by way of raw materials like lime-stone, iron-ore, coal etc. the question of checking the condition of consignments did not arise.

3.93. M/s. Hindustan Steel Ltd., have further stated that—"the Railways are not issuing the certificate for the deficient/damaged materials received inside the Plant/Stockyards. The Railways' contention is that the delivery of material is completed at the exchange point and they cannot witness the unloading of the wagons in our stockyard/yards. In the absence of "short certificate" the Railways do not entertain the claims. It is not possible to examine the contents of the packages at the exchange point or before unloading. The Steel Plants, therefore, feel that the Railway staff posted inside the plant should witness unloading of the wagons and issue certificate wherever packages are damaged.

"In the case of incoming raw materials many of the claims of the Steel Plants have been turned down on the plea that consignments are booked either in open wagons or on 'said to contain' basis. In this connection, it may be mentioned that all the raw materials (except coal for which there are separate freight rates) have to be offered for booking at Railway risk rate for which additional freight of about 20 per cent is to be paid over and above the normal freight rate. Steel Plants have no option to book the raw materials

on owner's risk rate. This is most inequitable. The Railways should agree to settle the Steel Plants bills for shortages in incoming raw materials whether they are booked in open wagons or the RRs contain qualification regarding weight. In the alternative, they should allow Plants an option to choose between the two rates viz., Owners' Risk Rate and Railway Risk Rate. If the raw materials are to be booked under Railway Risk rates, it is suggested that the weighbridges of the Steel Plants may be manned by members of the Railway staff for weighment of all incoming loads for determining the shortages at destination".

3.94. The Committee enquired whether the question of posting of Railway staff in the premises of bulk users of Railway transport facilities such as the Steel Plants had been examined. The representative of the Ministry stated that that so far as the outward goods were concerned, Goods Clerks had been provided to the Steel Plants and loading and weighment was done in their presence. He, however, added "we have to examine this with reference to the onward traffic into the Steel Plants. There might be some difficulty with regard to machinery parts".

3.95. In a further note on the subject, the Ministry have stated that the main inward traffic received at the Steel Plants is iron ore, coal etc. for which granting of any shortage certificate does not ordinarily arise. Wherever Railway staff are provided in the private sidings of Steel Plants at the cost of the Plants, deficiency or damage certificates are issued in case shortages are found from seal intact wagons.

3.96. As regards shortages from open wagons, such shortages can also take place in the Steel premises. Shortage certificates are issued only in those cases where unloading is supervised by railway staff.

3.97. In regard to the question of manning the weighbridges, the Ministry of Railways have stated that incoming raw materials in Steel Plants are not required to be weighed by the Railways. If the Steel Plants do it for their own purpose, there is no reason why the Railway should provide staff to man them.

3.98. The goods are weighed by the Railway at the time of booking. If there is no weighbridge at the booking station, weighment is done on a weighbridge en-route. Re-weighment of a wagon at destination is not done as a matter of course. It is considered only in very exceptional cases, such as apparent shortages, breakage or packing etc., at the specific request of the consigner.

3.99. It may be mentioned that after assumption of common carriers' liability from 1962 except for few commodities like coal, for which lower owner's risk has been quoted, the tariff provides for only one rate (railway risk).

3.100. It has been further brought to the notice of the Committee that in the case of Steel Plants there is regular and large scale diversion of raw material, mainly coal wagons meant for one plant to another. They, therefore, asked the Ministry to furnish necessary data in this regard for each of the last 3 years and also to indicate the remedial measures taken. In a written reply, the Ministry have stated that diversion of coal wagons to Steel Plants is resorted to only when coal wagons get held up for release in any Steel Plant or Washery. In such cases it is arranged to divert wagons to other Steel Plants or Washeries, which can handle the wagons without detentions. Such diversion is done with the concurrence of the Steel Plants and the coal Controller. The figures of such diversions cannot be readily furnished by this Ministry. There had hardly been any occasion of diverting any other raw materials of Steel Plants.

3.101. It has further been represented to the Committee that lack of effective co-ordination between the Financial and Commercial Departments of the Railways in the matter of issue of fresh RRs in favour of the divertee or with regard to cancellation of original RRs etc. results in inordinate delay in getting fresh adjustments. The Committee enquired about the steps taken to improve matters in this regard and the results achieved. They have been informed by the Ministry that issue of a fresh RR as a result of diversion of consignment is a matter dealt with entirely by the Commercial Department. The question of any lack of coordination between the Finance and Commercial Departments, therefore, does not arise. Generally, there is no abnormal delay in issuing a fresh RR in the event of diversion. As per extent rules, a fresh RR is to be issued by the booking station for diversion of a consignment after cancellation of the original RR. In case the original RR is not available for cancellation a suitable remark is required to be given on the fresh RR and the invoice copy. In the latter case the original RR is to be collected at the diverted station at the time of the delivery of the consignment. The existing rules on the subject are considered adequate as they take into account all eventualities.

3.102. M/s. Hindustan Steel Ltd. have further pointed out to the Committee that "the marked tare weight shown on wagons, particularly BFR and KC wagons, does not tally with the actual tare weight. On a number of occasions by conducting random studies, it was no-

ticed that due to this difference many of our customers complained about short receipts of materials as the net weight is arrived at by deducting tare weight from the gross weight. Railways should, therefore, take necessary steps to weigh the empties periodically and stencil the correct tare weight on the wagons."

3.103. The representative of the Ministry informed the Committee in evidence that they were taking necessary precautions in the matter.

3.104. The Committee note with concern the complaint by Hindustan Steel Ltd., of heavy losses still being incurred due to thefts of pig iron inspite of the fact that the Ministry had accepted the recommendation of the One Man Expert Committee on Compensation Claims to the effect that such consignments should be loaded in covered wagons which should be riveted. It would appear that the instructions in this regard are not being scrupulosuly followed so that thefts continue to take place even from covered wagons due to the negligence and/or connivance of Railway/RPF staff. The Committee would like the Ministry to analyse the precise reasons for such losses and take necessary remedial measures.

3.105. The Committee would also like the Ministry to examine the reasons for the losses incurred by Hindustan Steel Ltd. on refractory bricks and lubricants and take effective measures to eliminate the same. The Railways should also ensure that unloading of such consignments is done in the presence of Railway staff posted in the Plant premises.

3.106. In view of the practical difficulties pointed out by HSL with regard to joint inspection of incoming wagons at the interchange points and the need for their weighment at the sidings, the Committee would like the Ministry to devise suitable measures in consultation with the Plant authorities so that the loopholes in the system could be plugged and responsibility for the losses incurred could be fixed. They would further suggest that the Railways, should provide weigh bridges at all important junctions.

3.107. The Committee would also like the Ministry to keep a tab on the incidence of diversion of coal wagons from one plant to another which is stated by HSL to be occurring in a 'regular' manner and on 'large scale' to see that such diversions are reduced to the minimum and that the Plant authorities are invariably informed in advance of such diversions. It should also be ensured that fresh REs are issued expeditiously in such cases.

### F. Theft of Coal

3.108. It was stated by the Ministry of Railways in reply to USQ No. 7872 in the Lok Sabha on the 30th May, 1972 that the total amount of coal stolen on the Indian Railways, the value thereof and the number of persons arrested for such thefts during the last three years was as under:—

Year	Quantity stolen Kgs.	Value Rs.	No. of persons arrested		
			Railway employees	Outsiders	Total
1969 . . . . .	1,94,743	22,623	188	3,756	3,944
1970 . . . . .	2,70,321	15,929	267	2,695	2,872
1971 . . . . .	1,32,961	22,680	203	2,515	2,718

3.109. The Committee called for a statement regarding thefts of coal belonging to the Railways and the public (separately) during each of the last three years (zone-wise), the measures taken to check such thefts and the results achieved. The information furnished by the Ministry is tabulated below:—

Year	No. of cases			Value of Coal stolen		
	Railway coal	Public coal	Total	Railway coal (Rs.)	Public coal (Rs.)	Total (Rs.)
1969 . . . . .	4,593	468	5,061	27,471	705	28,176
1970 . . . . .	5,672	898	6,570	29,747	3,629	33,376
1971 . . . . .	4,503	601	5,104	37,422	7,798	45,220

3.110. Regarding the measures taken to check the incidents of such cases, the Ministry have stated that these differ from Railway to Railway, depending upon the seriousness of the problem obtaining thereon. By and large, however, the following preventive mea-

asures have been taken to check such thefts:—

- (1) Guarding of coal wagons in sheds and yards.
- (2) Escorting of trains carrying coal wagons by RPF, as far as possible.
- (3) Guarding of coal stacks in Loco Shed by DRP.
- (4) Surprise raids and patrols by RPF.
- (5) Checking of coal wagons by RPF.
- (6) Deputing plain clothes staff to shadow suspected members of Railway staff and to collect intelligence of such crimes and criminals.
- (7) Proper liaison with police in order to organise joint raids.
- (8) Joint checking of coal wagons with Mechanical Department staff.
- (9) Patrolling by RPF Dog Squads in the affected Yards.

3.111. The Federation of Indian Chambers of Commerce and Industry have stated in their memo. to the Committee:—

“During the .... year (1971-72), the Railways carried 16.4 million tonnes of coal for their own use. It is not a secret that this coal is equally subject to pilferage and loss in transit. If the extent of loss is conservatively estimated at an average of 10% it can be assumed that nearly 1.5 million tonnes of Railway's coal was pilfered or lost in transit during the year. At the average pit head price of Rs. 35 per tonne, the loss would be Rs. 5.25 crores. If transport cost at the rate of Rs. 32 per tonne, on the basis of an average lead of 800 kilometres for Railway coal, are also taken into consideration, the loss would be about Rs. 10 crores.”

3.112. The Committee enquired during evidence how the thefts of coal and its value were determined and whether the value indicated by the Ministry was not grossly under-estimated. The representative of the Ministry stated that it was very difficult to detect cases of thefts taking place on the run, because “the magnitude of the problem is so great that they represent very small proportion of the total thefts”.

3.113. To a question if the thefts could also be attributed to lack of weigh-bridges, the representative of the Ministry stated that if there was collusion between the staff and the loading porters, they could always show wrong weight. Surprise checks were, however, conducted in cases of suspicion.

3.114. In a further note on the subject, the Ministry have stated that "the value of railway coal stolen as given in para—above, is on the basis of detected cases only i.e. cases of coal thefts which have been caught by the RPF. The value is based on the local market rate current at the time which varies from place to place. "It is admitted that the value of coal stolen as shown in the statement does not represent the total value of stolen coal. Coal moves in opens and petty thefts and pilferages of coal occur both on running trains as well as in yards. It is not possible to keep a watch on all coal trains and at all stations and hence many of the petty coal thefts go undetected. Coal thefts may and can do take place at wayside stations where there is no RPF staff."

3.115. The NE Railwaymen's Union have observed in their memorandum to the Committee that:

"the fuel accounting manual provides necessity of stacking of coal to afford facility for periodical verification of coal by the Departmental officials and Accounts stock verifier. According to the Fuel Manual, the coal should be stacked within 48 hours — of unloading in the running sheds and dumps, but it is generally found that stacking is not done on some plea or other which provides scope for leakage and thefts."

3.116. The Union have further observed:

"The stacking of coal either at BG-MG intake points or consuming sheds is not such as to prevent thefts. Though most of the stacking places have been walled up, yet systematic thefts are still taking place. These thefts have much to do with the contract system which co-exists in these consuming sheds. The contractor's labour play a major part with defaulting elements in unauthorised removal of coal."

3.117. In a note on the subject, the Ministry have clarified that no time limit for completing the stacks after receipt of the coal in



the sheds has been specified. The Board's orders are that, as far as possible, the coal should be stacked before issue. With very low stocks of coal available on almost all the Railways, we have even to resort, at times, to loading direct from the wagons bringing coal to the loco. The stacking is, therefore, not always possible.

3.118. As regards the responsibility of contract labour for thefts of coal from sheds, the Ministry have stated that there is no conclusive evidence available with the Railways to prove that the contract labour is mainly responsible for thefts of coal from sheds. However, the desirability of employing departmental labour for coal and ash handing work was recommended by the Railway Corruption Enquiry Committee (1953). After careful consideration the Board came to the conclusion that it was neither possible nor economical to do away altogether, with the contract labour for the above work.

3.119. A study was made again in 1970 and it was observed that change-over from contract to departmental working for coal and ash handing work involved very heavy additional expenditure not commensurate with possible savings likely to accrue on dispensing with the contract labour. Nevertheless, measures were taken to eliminate malpractices which came to light and could possibly emanate from employment of contract labour.

3.120. To reduce pilferage in general, Joint Committee have been formed invoking cooperation of the States and the labour. The measures taken should minimise chances of pilferage, but it is doubtful if it can be completely eliminated, irrespective whether it is indulged by departmental staff or by contract labour.

3.121. It may also be mentioned that with the passing of the Contract Labour (Regulation and Abolition) Act 1970, a Central Advisory Contract Labour Board is examining the areas where contract labour can be replaced.

3.122. Another knowledgeable persons, a former General Manager of one of the Zonal Railways, has stated in his memorandum to the Committee that "Despite all the steps taken and publicised, there is a lot of pilferage of coal both in transit, especially in the yards, and in the consuming areas. Being an article of daily use, it is difficult to stop such pilferage. But this can be considerably reduced further by tightening the security arrangements and even

more by reducing the number of points of consumption by eliminating steam locomotives and replacing them by diesels in particular areas. Points where coal has to reach after long hauls, and also where the work done by steam engines is the least, should be selected for such elimination. The former step will also reduce the pressure on line capacity of saturated railway stations."

3.123. The Committee enquired if the above suggestions had been considered and if so, what specific measures had been taken in this direction. The Ministry have informed the Committee that "pilferage can be reduced by tightening up security arrangements but the Railways carry very costly commodities as well and have also to consider employing available force for safeguarding relatively more valuable commodities. However, posting of RPF staff in the sheds and escorting of loco coal trains selectively has been ordered. "The Railways" policy of dieselisation of the areas is governed by the need for increasing the line capacity and overcoming the operational bottlenecks. Subject to the above consideration, preference is given to the sections located far away from the collieries. With the limited number of costly assets in the shape of diesel locomotives being available in the country, we cannot, at the present stage, afford to let pilferage of coal alone govern allotment of diesels".

3.124. The Committee observe that figures of the value of coal stolen on the Indian Railways given to the House do not tally with the figures furnished to them by the Ministry. In any case, it was admitted that "the magnitude of the problem is so great that they represent very small proportion of the total thefts' and that "the value of coal as shown in the statement does not represent the total value of coal stolen." There is a widespread belief that petty thefts and pilferages of coal in running trains, yards and at way-side stations occur with the knowledge and connivance of Railway staff many of whom may themselves be involved in the racket. While it may not be possible to curb the incidence of such cases altogether, it should certainly be possible for the Railways to make conditions difficult for the pilferers through surprise checks, better vigilance and control. Considering the magnitude of the problem, the Committee expect the Ministry to take positive steps in this direction.

3.125. The Committee recommend that the assistance of the Joint Committees which consist of representatives of staff and labour, should be actively sought in controlling this evil.

#### G. Mis-despatch of wagons

3.126. The Committee enquired if any study had been made of the extent to which eligible hand-writing, over-writing and cuttings on the despatch labels attached to the wagons were responsible for mis-despatch of wagons and what remedial measures had been taken to improve matters in this regard. The Ministry have, in a note on the subject, stated that as a result of various investigations it has been observed that in a number of cases, mis-despatch of wagons is due to wagon labels being illegibly written or overwritten and the writing being obliterated or washed out due to use of ordinary ink instead of blue pencil.

3.127. On Western Railway a special study was made of claims paid on coal traffic which revealed that improper/incomplete preparation of wagon labels, writing with a ball pen in running hand instead of in blue pencil or recording of destination station name illegibly caused misdespatch or misconnection of wagons in a large proportion of cases.

3.128. Instructions have been issued emphasizing that wagon labels should be written out neatly and legibly in blue pencil, the name of the destination station being written in full in capital letters.

3.129. As an experimental measure Bradma Embossing Machines have been installed at a few important stations so that the required number of card labels and relevant particulars thereon are clearly printed and there is no possibility of the entries on the wagon labels being washed away.

3.130. It has been brought to the notice of the Committee that wrong routed and mis-despatched wagons which are a source of railway losses and thefts are sometimes caused due to resemblance of Station code e.g. MUC, MUV, GHZ, GZH etc. They enquired if the reasons for mis-routing of wagons had been analysed and if so, what steps had been taken to ensure that such cases were kept to the minimum. The Ministry have stated in reply that wagons sometimes get mis-despatched due to resemblance in code names of certain stations. As stated earlier, instructions to the railway staff exist for preparation of wagon labels legibly and neatly in blue pencil indicating the full name of the station instead of code initials.

3.131. Commercial Inspectors and Commercial Officers are regularly checking the compliance of the orders relating to preparation of wagon labels and the irregularities noticed are being taken up. In addition, drives and spot checks are conducted by the Claims Prevention Organisation to ensure the proper preparation of wagon labels and impress upon the staff the consequences of carelessness in the matter.

3.132. The Committee enquired during evidence about the incidence of losses due to mis-despatches, short-loading and packages going astray due to wrong marking, missing labels, irregular loading etc. and the measures taken to reduce the incidence of such cases. The representative of the Ministry stated that when a claim was lodged with the Railways or when the consignment was not received at the destination, efforts were made in the first instance to trace the consignment. Only when the consignment was traced, it could be found whether this was due to wrong marking or due to labels not having been affixed etc. In cases where the consignment could not be traced, it was not possible to pin-point the cause.

3.133. Asked if the Railways could furnish any estimate of the possible loss because of marking errors etc., the representative of the Ministry stated that such figures were not available. It had since been decided that typewriters should be supplied at all coal Depots so that the vehicle guidance need not be written in hand. It had also been decided to supply Rubber Stamps at stations where 20 or more wagons were loaded for the same destination so that the station's name could be stamped instead of being written.

3.134. In reply to a further question, the representative of the Ministry stated that the average daily number of unconnected wagons due to missing labels or labels not being legible written or not being written fully would be of the order of 100 per day. In 80 to 90 per cent of such cases the Railways were able to connect the wagons but the rest which could not be connected, were disposed off.

3.135. In reply to a question whether there were cases of wagons being deliberately detained and/or tampered with the connivance of the Railway Staff, particularly at transshipment points, the representative of the Ministry stated "It is possible by way of collusion of Train Examiner Staff with other Railway Staff. They mark the wagon sick and on consideration of payment, they release the

same. In certain cases like livestock and some other sensitive commodities, delay cannot be allowed to take place. Things do happen. I would not say, Sir, that cases do not occur like this."

3.136. In a further note on the subject, the Ministry have stated that if a consignment is mis-despatched due to wrong marking or label missing, it becomes un-connected. Efforts are made to connect un-connected consignments or wagons by back-tracing and in large number of cases they are re-despatched to correct stations. Again, on receipt of a claim for non-delivery of consignment efforts are made, to the extent possible, to trace the missing consignment and deliver it at the correct station.

3.137. In several cases where the consignments remain untraced, the cause of non-receipt remains un-localised. It is difficult to know as to which consignment is not received at destination due to wrong marking or incorrect labelling. In the circumstances, it is not possible to compile figures of claims paid on account of these specific causes. Loss due to short-loading can, however, be assessed by claims paid for shortages of packages from seals intact wagons. Amount paid on this account during 1970-71 was Rs. 56 lakhs. Even in such cases, issue of false messages by destination stations or putting of fresh seal by miscreants en routs cannot be completely ruled out.

3.138. The effect of wrong or illegible or missing labels and mis-despatches of wagons is reflected in the number of un-connected wagons. A census taken on one day in November, 1970 disclosed that there were 854 un-connected wagons on Indian Railways. It may be kept in mind that number of un-connected wagons lying on a particular day would be an accumulation of the past several days.

3.139. Some of the measures adopted to reduce incidence of such cases are detailed below:

- (i) Rules of marking by senders have been amended to the effect that sender's full address and names of forwarding and destination stations is written in full.
- (ii) Railways have been instructed that if the number of wagons booked to the same station exceeds 20, names of forwarding and destination station should be printed or rubber stamped on labels. In any case, names of the forwarding station should be printed on every label.

- (iii) The Railways have been asked to see that inward and outward Number Takers check the presence of bracket labels on both sides of wagons and replace the missing labels, if any, on the basis of vehicle guidance.
- (iv) In case of covered wagon, paste-on-labels are also pasted on inside panel of the door of a wagon. On open wagon, another tie-on-label should be tied on the handle of the door on both sides.
- (v) Divisions are sending lists of 'un-connected wagons' and 'over-due-wagons' (Broad Gauge only) to the Railway Board. These wagon numbers are matched on computer and wherever there is a report of the same wagon over-due at a station and also lying un-connected at another station, Divisions are advised on teleprinters.
- (vi) Railway Board computer is also printing a statement of all wagons inter-change between Railways which furnishes the names of booking and destination stations. A copy of this statement is sent to IRCA/New Delhi, Calcutta Bombay, and Madras for reference to connect un-connected wagons.
- (vii) South-Eastern Railway computer prints a statement of all iron and steel wagons booked from all steel plants. A copy of this statement is sent to all Zonal Railways for reference.
- (viii) Instructions have been given for typing of vehicle Guidance from Coal Depot Yards so as to facilitate connection of wagons.

3.140. There are no statistics to quantify the results of the measures taken. However, the number of claims paid under overall head of 'Loss and thefts of complete packages' has shown declining trend in 1971-72 as compared to 1970-71 as the following figures indicate:

	Number of claims paid on account of loss and thefts of complete packages.	Amount paid
1970-71	89,606	Rs. 3.78 crores
1971-72	86,733	Rs. 3.85 crores

(Marginal increase in amount paid is due to rise in prices).

3.141. Asked if the incidence of cases of mis-direction of wagons had come down as a result of the above measures, the Ministry have replied that the instructions regarding writing of labels in blue pencil and the name of destination station in full are in existence for a long time. Since these were not sometimes being observed, they have been reiterated, and supervisory staff are now keeping special watch on observance of these Rules. There are no statistics to quantify the effects of action taken, but legible preparation of card labels would definitely help in preventing a wagon from mis-despatched or getting un-connected.

3.142. In this connection, the Committee would like to refer to the following observation made by the One Man Expert Committee on Compensation Claims:—

- “(i) The problem of unconnected goods is a major one to be tackled by railways in right earnest, quite apart from its large financial implication to railways themselves.
- (ii) Unconnected goods are potentially a very rich field for claims prevention and one which will respond quickly to determined and concerted efforts seeing that though claims are paid, the goods are still in the custody of the railways and are eventually auctioned for trifling sums after suffering damage, deterioration and pilferage.
- (iii) Lists of un-connected wagon loads compiled by the railways are by no means complete. There is every reason to believe that the actual numbers of unconnected wagon loads on railways would be much more than what are reported by stations.
- (iv) The problem of connecting wagons found without labels at Mughalsarai is formidable. Many of these wagons remain in Mughalsarai yard for months awaiting connections and despatch.
- (v) It will be helpful if the work of connecting un-connected wagons can be computerised. In the same process, over-due wagons can be traced—as what is an un-connected wagon at one station will be an over-due wagon at another station.”

3.143. While noting the above observations the Ministry have stated that it has been decided that scheme of matching the particulars of over-due B.G. wagons with un-connected wagons through

the computer may be tried as an experimental measure for 3 months and the final decision taken after assessing the results.

3.144. The Expert Committee on Compensation Claims had further observed that "Railways should consider whether a change is required in their outlook towards seals and seal checking. The practice obtaining on Railways in some foreign countries may be ascertained to see if we can profit by their experience in this respect."

3.145. From a note showing action taken on the recommendations of the Expert Committee furnished to them, the Committee find that the Ministry of Railways are of the view that conditions in our country being very much different from those in advanced countries, "the practices obtaining in foreign countries are not likely to be of any relevance to us. The conditions as we have encounter, do require the present arrangements of checking of seals defective wagons. A change in outlook may become relevant only when the prevailing standard of integrity and the law and order situation radically change."

3.146. The Committee regret to observe that despite a series of steps taken by the Railways to minimise the incidence of wagons getting unconnected or misdespatched due largely to faulty preparation of wagon labels, the average number of such wagons is still of the order of about 100 per day. As pointed out by the One-man Expert Committee on Compensation Claims "correctly prepared and firmly secured labels are the key to the correct transport of wagons." It has been stated in para 14 of the Report of the Comptroller and Auditor General of India (1970-71) that "There has...been no improvement in the position of missing and unconnected coal wagons and the percentage of missing wagons to the total number of wagons booked continues to be high on the Railways.....It has...been noticed that on all Railways heavy outstandings over one year old in respect of missing and unconnected coal wagon remained uncleared.

3.147. The fact that in spite of clear instructions in this regard, the incidence of wagons going astray, continues to be high, not only indicates that these are being followed only half heartedly and partially but also that requisite amount of supervision by Commercial Inspectors and Commercial Officers is not forthcoming. The Committee would, therefore, like the Ministry to tighten up supervision and also institute a system of surprise checks by officers of the Claims



Prevention Organisation so as to ensure that no laxity is allowed on this account. It must, in particular, be ensured that in no case station names are written in codes but in full as per extant instructions.

3.148. The Committee further consider that it would be useful for the Railways to collect information not only about the practices in vogue in advanced countries in regard to labelling of open and covered wagons but also in regard to the system of affixing scale and checking thereof as recommended by the One-Man Expert Committee on Compensation Claims. The Committee would like the results of such a study to be reported to the next Convention Committee.

3.149. As computers have been provided to all Railways, the Committee would like the Ministry to issue suitable instructions to the Zonal Railways to computerise the work of connecting un-connected wagons.

3.150. The Committee note that the problem at Moghulsarai was found to be 'formidable' by the Expert Committee on compensation claims. As the Ministry have provided a computer at Moghulsarai yard also, the Committee see no reason why the same cannot be pressed into service for tackling this problem effectively. They would like the Ministry to take necessary steps in this direction without further delay.

#### H. Pilferage of Railway materials and Fittings

3.151. The annual loss suffered on account of pilferage of materials and fittings during 1968-69 to 1971-72 was as follows:—

Year	Amount
	Rs.
1968-69	50,92,537
1969-70	62,51,453
1970-71	91,72,371
1971-72	62,03,704

3.152. It was stated by the Minister of Railways in reply to USQ No. 1334 in Lok Sabha on 28th March, 1972 that Government had formulated a scheme for providing theft proof fittings by (i) use of alternative cheaper material and (ii) change in the methods of attachment of fittings to make removal difficult. The Committee accordingly called for details of the scheme and the assistance obtained from RDSO in this matter. A note on the subject received from the Ministry is reproduced in Appendix VIII.

(NOTE.—The figures represent the value of property stolen in the cases registered for inquiry by the RPF).

3.153. Asked about the steps being taken to check the incidence of theft of Railway property, the Ministry have stated that the following steps are taken to safeguard Railway property:—

- (i) Guarding stabled loads at road side stations.
- (ii) Improving the basic security arrangements at important yards and other installations.
- (iii) Surprise checks by RPF supervisory staff and superior officers at unspecified intervals over the staff.
- (iv) Reporting unrivettted and improperly rivettted wagons to the booking stations.
- (v) Strict surveillance over known criminals through the medium of the G.R.P.
- (vi) Maintaining Dossiers of notorious criminals and History Sheeters, committing various types of crimes on the Railways and keeping close watch on their current activities.
- (vii) Conducting raids on the shops godowns of receiver of stolen property by the Divisional staff/crime branch.
- (viii) Maintaining records of suspected Railway employees and keeping close watch on their activities.
- (ix) Escorting of block loads containing high rated commodities.
- (x) Taking up severely with the RPF staff.

3.154. The Committee enquire about the number of railway employees and others arrested for thefts of railway materials and fittings on the Indian Railways during the year 1969—1972. The Ministry have furnished the following information:—

	No. of Rly. employees	No. of other persons	Total
1969 . . . . .	1,436	N.A.	..
1970 . . . . .	1,387	13,335	14,722
1971 . . . . .	1,077	12,338	13,615
1972 . . . . . (Upto October)	1,054	11,679	12,733

3.155. The Committee regret to note that the loss suffered by the Railways on account of pilferage of materials and fittings was as high as Rs. 91.72 lakhs in 1970-71 and Rs. 62.03 lakhs in 1971-72. The

Committee consider that apart from the unsocial elements among the travelling public who may be committing these thefts, the complicity of the Railway employees in this nefarious activity cannot be ruled out. The Committee recommend that vigorous measures should be taken by the Railways to prevent the incidence of such thefts by better supervision and control particularly during the periods when the trains are stabled. The Committee note that the Ministry have formulated a scheme for provision of pilfer-proof fittings in wagons and coaches. They would like the RDSO to intensify their efforts in this direction, so that loss on account of theft and pilferage of materials and fittings from wagons and coaches is reduced to the minimum.

(a) *Thefts of Stores, equipment and materials in Railway Workshops and Stores*

3.156. The Committee called for the following information with regard to thefts of Railway stores, equipment and materials from Railway Workshops and Stores during each of the last three years:—

- (i) No. of cases of thefts and pilferages.
- (ii) No. of culprits apprehended.
- (iii) No. of culprits convicted.
- (iv) Value of goods stolen.
- (v) Value of goods recovered.

The statement furnished by the Ministry is given in Appendix IX.

3.157. The Committee enquired about the measures taken to tighten up the security arrangements in the Railway Workshops and the results achieved. In a note on the subject, the Ministry have stated that Railways are fully alive to the problem of controlling thefts/pilferages from the Railway Stores and Railway workshops. Apart from tightening of normal security arrangements, the following steps are *inter alia*, being taken on the Railways:—

- (i) An intensive drive to reduce cases of thefts/pilferages has been launched on all Railways.
- (ii) Headquarters Intelligence Branch and the Divisional plain-clothes staff are deployed to keep the activities of the suspected employees under close watch.

- (iii) Perimeter wall patrols are provided at all Workshops.
- (iv) Proper watch is kept on the movements of the suspected workers. Surprise checking of gate passes and rubbish wagons, passing through the shops, Stores Depots is also undertaken.
- (v) Proper screening of the rubbish, before it is loaded and removed from Workshops, is also undertaken.
- (vi) No material is allowed to go-out of Workshops without proper gate passes.
- (vii) Checking of pad-locking and seals of departments and locking and sealing of gates after shop working is over.
- (viii) R.P.F. staff is deputed round the clock at all Workshops and Stores Depots to prevent thefts/pilferages.
- (ix) Patrolling by RPF dogs is also done inside and outside the Workshops when necessary.

3.158. As a result of the above measures on the Zonal Railways, this crime has been controlled to a good extent. The total loss of Railway property from Railway Stores and Workshops in 1972 (upto July end) was Rs. 90,204 as against a total loss of Rs. 3,37,462 in 1971 (whole year). The average loss in 1972 works out to about Rs. 13,000 per month as against an average loss of about Rs. 28,000 per month in 1971.

3.159. The Committee pointed out during evidence that the value of Railway stores, materials and equipment stolen from Railway Workshops and Stores had gone up from Rs. 1.12 lakhs in 1969 to Rs. 3.37 lakhs in 1971. They enquired about the reasons for the high incidence of such cases and the remedial measures taken. The representative of the Ministry stated that the high incidence of thefts of Railway Stores and materials was due to the fact that certain type of materials and metals were in short supply in the country such as copper, zinc, brass etc. Anything that contained copper or zinc whether used on the line or in a particular article, was stolen or the piece was broken and the metal removed. Moreover, the cost of such non-ferrous metals was also going up. The Railways were trying to see that these components were made a little more pilfer-proof either by welding or changing the design etc.

3.160. The Committee regret to observe that the value of goods stolen from Railway workshops and stores has been increasing and that the same was of the order of Rs. 1.12 lakhs, Rs. 2.26 lakhs and

Rs. 3.37 lakhs during the years 1969, 1970 and 1971 respectively. Of the total number of culprits apprehended during the above period, the majority are stated to be Railway employees. This is unfortunate. The Committee would like the Ministry to tighten up supervision in the Railway workshops and also to streamline the security measures so that the incidence of such cases which occur within well guarded premises, is effectively checked.

3.161. The Committee further observe that the number of persons convicted for such thefts is negligible in relation to the number of persons apprehended. The Committee would like the Ministry to examine why it has not been possible to secure convictions in the large majority of cases and to take necessary steps to rectify the procedural and other defects that come to notice.

(b) *Thefts of Copper Wire*

3.162. The Committee enquired about the value of copper wire stolen during each of the last three years and the steps taken to combat this evil particularly on the Northern, Eastern and South Eastern Railways and the results achieved. The Ministry have furnished the following information.

*Statement showing value of copper wire stolen during the years 1969—1971*

Railways	Value of Copper-wire stolen (in rupees)		
	1969	1970	1971
Central . . . . .	4,384	10,141	5,638
Eastern . . . . .	3,12,400	5,04,400	5,23,200
Northern . . . . .	35,963*	52,473	98,851
North-Eastern . . . . .	..	..	..
Northeast Frontier . . . . .	..	..	..
Southern . . . . .	24,983	35,107	43,534
South-Central . . . . .	636	522	2,412
South Eastern . . . . .	30,179	81,848	50,520
Western . . . . .	4,449	19,186	13,298
<b>Total for All-Railways . . . . .</b>	<b>4,12,944</b>	<b>7,03,677</b>	<b>7,37,453</b>

3.163. It has been stated that the measures taken differ from railway to railway, depending upon the seriousness of the crime position

NOTE:—(1) The figure includes (a) thefts of overhead Electric traction wire, and (b) P&T tele-communication lines used by Railways.

(2) There are no overhead Electric traction wires on N.E. Northeast Frontier Rlys.

\*Excluding Telephone Copper Wire Theft.

in this respect. Generally, the measures that have been taken to combat this crime are as follows:—

- (i) Patrolling of the affected sectors by R.P.F. and/or G.R.P.;
- (ii) Patrolling jointly by R.P.F. and District Police;
- (iii) Patrolling of the affected sectors by the Village Volunteer Corps and Home Guards;
- (iv) Surprise night checking of the areas where copper wire thefts are normally reported;
- (v) On occasions, arranging ambush raids in the affected areas with the local Police;
- (vi) Deploying the H.Q. Crime Intelligence staff to collect intelligence in the affected sectors and rounding up the known criminals committing these thefts;
- (vii) Co-ordination meetings are held with the Director, post and telegraphs and Deputy Inspector General (C.I.D.) Crime and Railways of the States concerned to review the position of copper wire thefts and to initiate preventive measures.

*Special measures on Northern, Eastern and South Eastern Railways and results achieved*

*Northern Railway*

3.164. On Northern Railway, the principal target of the criminals in 1971 was the overhead electric traction line in Allahabad Division. In order to deal with this problem, a Flying Squad consisting of an Officer incharge and an armed guard of the R.P.F. with a Dog Squad has been organised at Allahabad. This Flying Squad is kept ready round the clock at the disposal of the Control Room, Allahabad and is also provided with a jeep to reach the spot immediately, on receipt of the news of the theft of Overhead Electric traction or telephone wires. In addition, the vulnerable sections are being intensively patrolled by Government Railway Police, Civil Police and the R.P.F. The results achieved in improving the situation in 1972-73 encouraging in that thefts of O.H.E. wires in Allahabad Division have dropped.

3.165. The statistics of O.H.E. thefts for Allahabad Division are as below:—

	1970	1971	1972 (upto end of Aug.)
No. of offences . . . . .	31	43	13
Average per month . . . . .	2.5	3.5	1.5

*Eastern and South Eastern Railways*

3.166. Here again, the main target of the copper wire thieves was the overhead electric traction wire. The position of thefts was acute in Howrah, Sealdah, Dhanbad and Asansol Divisions of Eastern Railway and Kharagpur and Adra Divisions of South Eastern Railway in 1970-71. A special drive was organised in mid-1971 in close collaboration with the West Bengal Police to eradicate this type of crime. Amongst other measures, the following additional measures were taken:—

- (1) Intensifying foot patrolling by R.P.S.F. in 250 kms of the affected section;
- (2) Detention of criminals under the Prevention of Violent Activities Act and Maintenance of Internal Security Act by the West Bengal Police;
- (3) Organisation of Village Resistance parties in the affected sections;
- (4) Setting up of a Cell in the West Bengal C.I.D. to tackle this form of crime.

3.167. The results achieved on Eastern and South Eastern Railways in eliminating O.H.E. thefts have been spectacular. In the first part of 1971 on Eastern Railway, there was an average of 30 to 40 offences per month. After taking the special measures, the incidence of O.H.E. thefts dropped month by month towards the end of 1971, and in 1972 the average on Eastern Railway is less than 10 offences per month. These measures are being continued in order to ensure smooth movement of traffic, on the highly congested electrified sections on the Eastern and South Eastern Railways.

3.168. The O.H.E. theft figures for Eastern and South Eastern Railways for 1970, 1971 and 1972 (January to August) are given below:—

	Eastern Rly.			South Eastern Rly.		
	1970	1971	1972 (upto Aug.)	1970	1971	1972 (upto Aug.)
January . . . . .	21	32	14	16	12	2
February . . . . .	38	40	13	17	10	7
March . . . . .	19	44	9	25	10	2
April . . . . .	20	40	10	17	15	1
May . . . . .	35	45	10	17	15	4
June . . . . .	32	36	5	14	4	1
July . . . . .	43	29	7	11	10	6
Aug. . . . .	32	15	4	22	11	2
Sept. . . . .	34	19	..	14	7	..
Oct. . . . .	36	23	..	19	3	..
November. . . . .	38	25	..	18	2	..
December . . . . .	55	25	..	13	5	..
<b>Total . . . . .</b>	<b>403</b>	<b>373</b>	<b>72</b>	<b>203</b>	<b>104</b>	<b>25</b>
<b>Average per month . . . . .</b>	<b>34</b>	<b>32</b>	<b>9</b>	<b>17</b>	<b>9</b>	<b>3</b>

3.169. The Committee note that the value of copper wire stolen during the year 1969, 1970 and 1971 amounted to Rs. 4.12 lakhs, Rs. 7.03 lakhs and Rs. 7.37 lakhs respectively. In a large number of cases, the thefts are of overhead traction wires which have the effect of dislocating the entire traffic on the affected sections. The Committee note that the incidence of such cases on the Eastern and South Eastern Railways which are the worst effected, was brought down considerably in 1972 as a result of various measures taken by the Railways. The Committee stress that the Railways should continue their efforts to check the incidence of copper wire thefts. They hope that with the general improvement in the law and order situation in the area in recent months, it would be possible for the Railways to tackle this problem effectively through sustained and effective measures.

(c) *Theft of brake beams*

3.170. The number of cases of theft of brake beams during the years 1970—72 (upto November, 1972) on Eastern and South Eastern is stated to be as follows:—

1970—8,821

1971—19,377

1972 (upto November)—1,631.



3.171. The Committee enquired about the areas where the incidence of such cases was high, the measures taken to curb their incidence and the results achieved. The Ministry have, in a note, stated that the incidence of this type of class is the heaviest on Eastern Railway and the worst affected Divisions are Howrah II, Asansol, Kancharapara (R.P.F. Division) and Sealdah.

3.172. For checking the incidence of such cases, following remedial measures were taken:

- (1) Intensive patrolling of the track in the worst affected divisions of Eastern Railways was undertaken from July, 1971 onwards. 9 companies of the R.P.F. were exclusively earmarked for this purpose besides normal R.P.F. security arrangements in these areas.
- (ii) The West Bengal Government detained over 800 criminals and receivers of stolen property under the different preventive Acts since July, 1971. Many of these criminals include those indulging in theft of wagon fittings, brake beams etc.
- (iii) The Mechanical Department also took steps whereby it became difficult for the criminals to steal brake beams. These were as under:
  - (i) Re-designing of the brake beam to a fabricated tabular design;
  - (ii) Welding of brake gear equipment i.e. brake-beams, hangers, connecting links, equalising levers etc.

3.173. As a result of the above measures, thefts of brake beams has been controlled to a large extent and the incidence of this type of crime is now comparatively low.

3.174. The Committee note that the incidence of thefts of brake beams which had assumed alarming proportions on the Eastern and South Eastern Railways during 1971 was effectively controlled during the course of last year, the number of such thefts being 1,631 in 1972 as compared to 19,377 during 1971. The Committee also note that the Railways have taken steps to minimise such thefts by redesigning the brake beam and welding the brake gear components. The Committee trust that with the introduction of new design and welding of brake gear components, as well as effective surveillance measures, it would be possible for the Railways to further bring down the incidence of such thefts.

(d) *Apprehension and Conviction of Receivers of stolen Railway Property*

3.175. The number of receivers of stolen property apprehended and convicted on the Indian Railways during the years 1969—1972 (upto November, 1972) is stated to be as under:—

	1969	1970	1971	1972 (upto November)
(i) No. of persons apprehended for thefts				
of Railway property	2,045	1,712	1,897	2,030
(ii) No. of persons convicted.	1,444	1,107	1,064	769

3.176. The Committee pointed out in evidence that the number of persons convicted appeared to be very small and in some cases trials had not been completed even after three years. The representative of the Ministry stated that investigation, prosecution and presenting to the court the evidence in a case was the responsibility of the State Railway Police. He added that the Railway Police would be asked to expedite these cases.

3.177. The Committee enquired whether the Railways had tried to analyse the reasons for the number of convictions being very few. The representative of the Ministry stated that "People arrested on suspicion failed and to what extent and in what manner they were not able to press home their points and bring forward evidence. We will collect the information from the Railway Police to serve as a guide for the future. . . . We will tell the State Governments that the number of convictions secured is insignificant compared to the total number of arrests."

3.178. In reply to a further question, the representative of the Ministry stated that recovery of stolen property from the possession of somebody was not in itself a proof that the receiver was guilty. The property had to be identified as Railway property and opportunity had to be given to the persons concerned to defend himself by legal means. In practice, it had been found very difficult to prove this because sometimes the scrapped goods were auctioned by the Railways and they were again sold in the open market where second hand goods were sold. The receiver of stolen property in such cases could show that he had purchased the article from the open market and the court had to let him off on this account.

3.179. The Financial Commissioner further informed the Committee in this connection that the question of meeting the expenses of persons arrested while they were under custody had been raised by the State Government in one of the monthly meetings. The Railways had agreed to pay the extra charges on this account.

3.180. In a further note on the subject, the Ministry have stated that the reasons for failure to secure convictions are generally are as follows:—

- (i) It is difficult to establish the recovered property as stolen railway property in view of the fact that most of the goods transported by the Railways as also Railways' own material and fittings do not have specific markings. Once the gunny covering or wooden cases in which booked consignments are normally transported, are removed by the miscreants, it almost becomes impossible to connect the recovered goods with the relevant consignments.
- (ii) Witnesses are very often won over by the accused and they become hostile.
- (iii) Several accused even on being found guilty are released after admonition under the Probation of Offenders Act.
- (iv) Detention of receivers under the Maintenance of Internal Security Act, particularly in West Bengal as it is more deterrent than prosecuting the receivers in a court of law.

3.181. The following steps have been taken to ensure that receivers of stolen property are tried expeditiously and convicted:—

- (i) Close liaison with the State Police is maintained and all possible assistance is rendered to them for proper investigation and successful and expeditious prosecution of receivers in courts of law.
- (ii) Cases under the RP (UP) Act wherein receivers of stolen property are prosecuted, are supervised by the ASOs concerned, in order to ensure speedy and successful investigation and prosecution of such cases.
- (iii) Some cases have been filed in proper courts against witnesses who have turned hostile.
- (iv) In some cases where offenders have been released under the provisions of Probation of Offenders Act, appeals have been filed in higher courts.

3.182. The Committee find that in quite a large number of cases of persons apprehended for thefts of Railway property, it has not been possible to secure convictions due to a variety of reasons. Although investigation, prosecution and presenting to the court the evidence in a case is the responsibility of the Railway Police, the Committee would like the Railway authorities to take necessary follow up action in such cases with a view to find out for what reasons prosecution could not be successful so that any procedural or other lacunae could be rectified.

3.183. The Committee further suggest that the performance of Government Railway Police in this regard should be periodically brought to the notice of the State authorities and should also be discussed at the forum of Joint Committees.

### I. Thefts and Pilferage Committees

3.184. It was stated by the Minister of Railways in reply to USQ No. 19 in the Lok Sabha on 14th March, 1972 that in addition to the normal measures undertaken to prevent thefts and pilferages of consignments on the Railways, Joint Committees comprising of senior State Government Officers, Railway Officers and representatives of trade unions have been formed at State Government level for enlisting cooperation of the State Governments and Railway Labour Unions in liquidating gangs of criminals and receivers of stolen property.

3.185. The Committee called for a note showing the composition and functions of the Thefts and Pilferage Committees together with an assessment of the results achieved since these Committees were set up. The Ministry have informed that Committee that in pursuance of the directive issued by the Railway Board in January, 1972, it was decided to set up Joint Committees with a view to seeking, through them, such cooperation of State Governments as may be conducive to effectively eliminating the malady of thefts and pilferages which were making the Railways pay claims compensation to the tune of Rs. 12 to 13 crores. In the constitution of such committees it was decided that representative of recognised railway unions should also be associated, because without their zeal and participation it was felt that the malady would not be remedied fully. In accordance with this policy decision, two types of Joint Committees were set up on each Railway. One was at the State level and the other at the basic unit level.

3.186. The composition of such Committees was decided to be as follows subject to the option of the Railway Administrations to make such changes therein as may be called for to suit local conditions:—

**A. State Level Committee**

(i) Home Secretary	.....	Chairman	} State Representatives.
(ii) Inspector Genl. of Police	.....	Member	
(iii) D.I.G. Police (CID & Rlys.)	.....	Member	
(iv) Chief Security Officer	.....	Member	} Rly. Repre- sentatives.
(v) Sr. Dy. Genl. Manager	.....	Member	
(vi) Chief Comml. Supdt.	.....	Member	
(vii) One representa- tive each from All India Rail- waymen's Fede- ration of Indian Rly. men.	.....	Member	} Labour Representatives.

**B. Basic Unit Level Committee**

- |   |          |
|---|----------|
| (i) A Gazetted Officer having control over the unit.  | Chairman |
| (ii) Two representatives from the official side. (The members from the official side should include the Supervisors I/C of the unit). | Members  |

(iii) Two representatives from the staff side one each from the recognised unions.

(The members from the staff side should be from amongst the workers employed in the unit of operation).

Note:—(1) The scheme was to start at all important Goods Depot, transshipment points, Loco Sheds and Stores Depots.

(2) The selection of these basic points was left to the discretion of the General Managers who were required to decide these in consultation with their Heads of Departments taking into account the vulnerability and incidence of thefts and pilferages in the areas concerned.

3.187. The main functions of these Committees are:—

- (i) to enlist and sustain the cooperation of railway staff for combating effectively thefts and pilferages of goods/parcels/railway property (i.e. other than booked consignments.)
- (ii) to study on a continuous basis the nature of thefts and pilferages and to provide information and suggest to the Administration measures for effective prevention.

3.188. These committees are now functioning on all the Railways except on the Eastern Railway where basic level Committees are not functioning because the union representatives, there have declined to take part in these meetings unless certain matters were clarified at the highest level. Due to this stalemate the basic level Committees have been abandoned on that railway.

3.189. As regards assessment about the usefulness of these committees, it may be stated that during the short period that these Committees have been functioning, a greater awareness has been created regarding claims due to thefts and pilferages both amongst the Railwaymen as well as State Government officials. By and large a greater amount of cooperation now exists between the Railway departments responsible for reducing claims on the one hand and the State Police on the other. The cooperation of the Railwaymen's unions is also forthcoming in a greater measure.

3.190. On the North Eastern Railway notorious sections/black spots have been brought to the special notice of the State Governments and it has been agreed at the Committee meetings that for the present concentration should be made on the selected sections and yards.

3.191. The Committee called for data regarding the number of meetings of each of these committees since their constitution and the reasons why the basic unit level committees had not yet started working on the Eastern Railway. The Ministry have stated in reply that the number of meetings held at the State/Basic levels on different Railways during the period January—November, 1972 was as under:—

Railway	State Level	Basic Committee Level
<i>Central</i>		
Maharashtra . . . . .	4	82
Madhya Pradesh . . . . .	1	
Uttar Pradesh . . . . .	1	
<i>North Eastern</i>		
Uttar Pradesh	2	284
Bihar . . . . .	2	
<i>Northeast Frontier</i>		
Assam . . . . .	4	104
<i>Southern</i>		
Tamil Nadu	4	413
Mysore . . . . .	4	
Kerala . . . . .	1	
<i>South Central</i>		
Andhra Pradesh . . . . .	2	324
Maharashtra . . . . .	2	
Mysore . . . . .	3	
<i>South Eastern</i>		
Orissa . . . . .	2	68
<i>Western</i>		
Gujarat	4	513
<i>Eastern</i>		
West Bengal . . . . .	1	24
Bihar . . . . .	1	
Uttar Pradesh . . . . .	3	
<i>Northern</i>		
Punjab . . . . .	3	279
Haryana . . . . .	4	
Delhi Administration . . . . .	3	
<b>Total for all Railways</b>	<b>51</b>	<b>2051</b>

3.192. It has to be admitted that the institution of these Committees has not contributed so far in any great measures in tackling the problem of thefts and pilferages on the Railways. To some extent the State Governments are more cooperative as they have recognised that help has to be given to the Railways in tackling this serious problem. A greater sense of awareness towards reduction compensation claims has been created in all Departments. The results of this awareness, sense of participation and cooperation with the preventive departments will perhaps be known only at the end of the year 1972-73. The Committees have been functioning only for a few months now and it is too early to assess their impact on the prevention and detection of railway crime.

3.193. The Unions on Eastern Railway have not participated and hence it has not been possible for the Basic Unit Level Committees to meet, though they have been formed.

3.194. The Committee welcome the initiative taken by the Ministry of Railways in January, 1972 to set up Joint Committees at the State level and basic unit level in order to enlist the active cooperation of the State and local authorities as well as the Railway Unions in the task of checking the rising incidence of thefts and pilferage which cost the Railways as much as Rs. 12-13 crores annually by way of compensation claims. The committee realise that it may be too early to make any assessment about the usefulness of these committees, during the short period they have been in existence. The Committee nevertheless feel that this serious problem cannot be solved effectively by the Railways alone without the active cooperation of the State Governments. The Committee would, therefore, like the Ministry of Railways to take all possible measures to see that the experiment proves successful. As law and order is a State subject, the Committee trust that the State Governments would, on their part, extend necessary cooperation to the Railways in this matter.

3.195. The Committee find that it has not been possible to set up basic level committees on the Eastern Railway as the representatives of the Railway Unions have declined to participate pending certain clarifications required by them. In view of the high incidence of thefts and pilferage on this Railway, the Committee consider that active participation of the Railway Unions is essential for these committees to be effective. They would, therefore, like the Ministry to take an active interest in the matter so that the stalemate is resolved at an early date.



**J. Measures taken to elicit active co-operation of the Railways Employees**

3.196. The National Railway Mazdoor Union have, in their memorandum to the Committee submitted as follows:—

“Another important aspect which has been lost sight of in this matter is the fact that the Railway Administration has not resorted to any sort of preventive measures so far. It is necessary to motivate the large number of Railway railwaymen working at Marshalling Yards, Goods Sheds, Parcel Depots, Luggage Offices, Stations and other places which are vulnerable for theft and pilferage and instil in them a spirit of service by explaining to them through inductive courses the necessity of preventing thefts and pilferages. In this connection, the British Railways Board has evolved an effective machinery to associate the trade unions in this matter and through their co-operation have launched a successful drive to prevent, or at least minimise the thefts and pilferages.

Recently the Railway Minister has constituted certain Committees as an experimental measure, but the objectives of the Committees have not been clearly defined and also no procedure has been laid down to give protection to those employees who render assistance in preventing thefts and pilferages. It has been our experience that whenever Unions have tried to attract the attention of the Administration to such incidents, the anti-social elements had an upper hand and the local administrations showed a cold attitude.

Therefore, its active co-operation is solicited by positive methods there is no reason why we cannot minimise, if not completely eradicate thefts and pilferages that are taking place on the Indian Railways.”

3.197. During evidence the Committee enquired about the steps taken by the Ministry of Railways to elicit active co-operation of the Railwaymen and their unions in the matter of preventing thefts and pilferage and the success achieved in this regard. The representative of the Ministry stated that the Joint Committees had been set up at important sheds. These Committees were meeting frequently to discuss the cases of pilferages, thefts, the

preventive measures to be taken and in general, to assist the administration in plugging loopholes and in keeping surveillance on areas of crime. The Unions could also assist them to get staff work more carefully so as to avoid such cases. He added "we have lot of faith in the functions of these Committees."

3.198. To a question if the Railways had devised any effective measures to afford protection to employees who rendered assistance in preventing thefts and pilferages, the representative of the Ministry stated that the only effective protection which could be given to a person was by offering him transfer to the area suitable to him. As the intimidators were not always Railway employees, it was difficult to provide hundred per cent protection to an employee particularly to those who might be on night-duty. He added "There is considerable amount of inter-union rivalry also".

3.199. The Committee pointed that as a result of the economy drive, the employees who were known to be corrupt continued to stay at the same place as they could not be transferred easily. The representative of the Ministry stated that although transfers were generally not done, the persons who were suspected to be corrupt were transferred to other places. The difficulty which the Railway Administration faced in such cases was that if a person was in higher grade and there were only one or two posts in the whole division, he could not be proceeded against except on the basis of real charge. The cadre of coaching clerks was separated from that of goods clerk some years ago which had "brought about a little rigidity in dealing with them." They were looking into the matter with a view to recombining the cadres so that people who had bad reputation could be transferred to other places where there were few chances of indulging in corrupt practices.

3.200. The representatives of the Ministry add "We are aware that in the goods booking offices, there is opportunity for making money and in some places there has been some sort of 'mamool' that has developed. We are aware of that and we are trying to deal with it to the best extent possible on the basis of our observations, through inspections, complaints received and the general reputation of a man known to his superiors".

3.201. Asked if the Railways would revise their policy to transfer in respect of goods clerks and supervisors, the representative of the Ministry stated that the present policy was based on a circular issued by the Home Ministry to the effect that transfers should not be done as a measure of economy. Despite this transfers were

being ordered in two sets of circumstances, one, if the person was in a very difficult area where there were no facilities of education or marketing etc. In such cases he had to be given a better station after a very few years. Secondly if the reputation of a person was not good, he was transferred. Revision of this policy to provide for transfer in all cases after a specific period would invite opposition from the unions.

He added:

“For many years we have not done that. It is a human problem. The staff cannot get houses in other places. There is the problem of education of children etc. If it is possible in the same station we do it. . . . . periodical transfers are not going to help. Our staff are part and parcel of the country. It is general deterioration in social responsibility and obligation and law and order.”

**3.202. The Committee have no doubt that the active co-operation of Railway employees—which is a sine-qua-non for success of any measures the Railways may take to check the growing incidence of thefts and pilferages, would be forthcoming in ample measure. The Committee trust that the institution of the Joint Committees would be effectively utilised by the Railway administration to secure the co-operation of the staff in this matter.**

**3.203. The Committee consider that it is equally essential for the Railways to deal firmly with such of the elements among the staff who connive at or themselves indulge in crimes against Railway or public property.**

## CHAPTER IV

### RAILWAY PROTECTION FORCE

#### A. Organisational set-up, staff strength and expenditure incurred.

4.1. The Committee called for a note showing the organisational setup, the staff strength (category-wise) and the expenditure incurred on the Railway Protection Force during each of the last 3 years (Zone-wise). The same is given in Appendix X.

4.2. The Committee pointed out in evidence that the present system of policing on the Railways was stated to be founded on one of the recommendations of the Railway Police Committee of 1921 which in common with the Indian Police Commission of 1902-3 favoured what they called the 'provincial system'. The Committee enquired whether it was not time for the whole question of policing on the Railways to be examined *de novo* by a high powered Committee taking into account the present problems of law and order on the Railways as well as the constitutional position of the State Governments in this regard. The representative of the Ministry stated that the High Powered Committee on Security and Policing on Railways was set up in 1966. This Committee submitted its report in 1968. The Committee had gone thoroughly into the whole matter. He did not, therefore, think that the present time was opportune to constitute another Committee for the purpose as neither the nature of work done had changed nor the recommendations made had been materially affected by conditions over the last four years. He added that as a result of the recommendations of the High Powered Committee, the Railways had appointed an Officer to consider the reorganisation and working of the Railway Protection Force. It would be worthwhile to wait for the result of the reorganisation and then consider whether any further investigation was required.

4.3. The Committee enquired about the progress of action taken on the recommendations of the High Powered Committee on Security and Policing on Railways. The representative of the Ministry stated that such of the recommendations of the Committee which could be implemented straightway had actually been implemented but some others had been rejected by the Railway Board. There were certain

aspects of the Report involving reorganisation of the Railway Protection Force which had also been gone into and approved by the Minister a couple of months back.

4.4. The proposals envisaged combining the entire force and organising it into two branches viz., the protection and investigation branches so as to make investigation more effective. It had been found in actual practice that investigation was not being followed up from one Railway to another as it should be.

4.5. From the reply given to Unstarred Question No. 1040 by the Minister of Railways in the Lok Sabha on 21st November, 1972, the Committee find that the major changes which are being made in the present set up of the Railway Protection Force are:—

- (1) Merger of the existing Uniformed and Armed Branches and formation therefrom of an Investigation Branch, a Prosecution Branch and Protection Branch on standard Company pattern with higher percentage of armed personnel;
- (2) Strengthening of Crime Intelligence Branch;
- (3) administrative changes at Divisional and Headquarters level; and
- (4) changes in the working methods of Force by replacing the fixed-point duties, where possible, into beat-cum-patrol duties.

4.6. Instructions have recently been issued to the Zonal Railways to implement the scheme. The implementation will start shortly.

4.7. The Committee note that the Report of the High Powered Committee on Security and Policing on Railways was submitted in 1968 and action is in hand to implement it.

4.8. As an expenditure of Rs. 12 crores is being incurred annually by the Railways on this organisation, it is necessary to ensure that they get due return from this expenditure. The Committee consider the R.P.F. to be essentially a service organisation set up for a specific purpose viz. protection of railway property and prevention of thefts and pilferage on Railways. The Committee recommend that the working of R.P.F. should be critically reviewed at a high level in the context of its success or failure in tackling this problem.

4.9. Any changes in its organisation etc. as a result of this review, should be carried out expeditiously so as to enable the R.P.F. to subserve the above objectives.

### **B. Duties and Responsibilities of RPF and GRP**

4.10. The Committee enquired about the respective duties and responsibilities of the Railway Protection Force and Government Railway Police in the matter of protection and safeguarding of Railway property, investigations into thefts, apprehending and prosecution of criminals, recovery of stolen property etc. In a note on the subject, the Ministry have stated that the main duties of the Railway Protection Force as laid down in Section II of the Railway Protection Force Act, 1957 are as under:—

- (i) to protect and safeguard Railway property;
- (ii) to remove any obstruction in the movement of Railway property; and
- (iii) to do any other act conducive to the better protection and security of railway property.

*Note:—*Railway property includes any goods, money or valuable security, or animal, belonging to, or in charge of or in possession of a Railway Administration.

4.11. With a view to affording adequate protection to Railway property (as defined above) and for discharging efficiently the responsibilities enjoined under the Railway Protection Force Act, 1957, the Force is divided into the following Branches:—

- (i) Uniformed Branch.
- (ii) Armed Branch.
- (iii) Special Intelligence Branch.
- (iv) Crime Intelligence Branch.
- (v) Fire Service Branch.

4.12. The duties and functions of each of Branches of the R.P.F. are enumerated in the following paragraphs:—

(i) *Uniformed Branch*

The main duties assigned to this Branch are as under:—

- (i) Making inspections of the basic security arrangements and suggesting improvements where necessary to the railway administration.
- (ii) Watching and checking of wagons, when being loaded or unloaded. Any shortages or damages etc. detected at the time of unloading are to be certified by a member of the Force, not below the rank of a Senior Rakshak.

- (iii) Checking of seals, rivets and locks of all loaded wagons, packing conditions in respect of iron and steel full wagon, load consignments loaded in open wagons, at starting and terminating stations as well as in transit, and also, when necessary, the checking of their contents and later getting them resealed.
- (iv) Affording protection to the coaching and goods stock either stabled in station yards, sick lines, or at shed platforms or sidings, or while in shunting operations within the station premises.
- (v) Guarding of the loco, carriage and wagon shops and stores Depots.
- (vi) Managing all gates, entrances and exists to prevent entry of unauthorised persons into the railway premises, sheds, workshops, stores-depots etc. the security of which has been entrusted to the Railway Protection Force.
- (vii) Ensuring that the sheds, workshops, Stores Depots and other such premises are properly locked and sealed at the close of the day by the departments concerned and that the locks and seals are intact the next morning before the work starts.
- (viii) Keeping watch and checking all empty wagons, coaches or any rolling stock that leaves the workshop or stores in order to ensure that no material is surreptitiously removed.
- (ix) Checking all material loaded in vehicles or otherwise passing through the gates of such premises with relevant vouchers and collecting gate passes and entering them in a register to be maintained for this purpose.
- (x) Witnessing the loading of the Stores Delivery Vans or wagons and Traffic Stores Lorries and checking these when necessary even outside the Stores Depot in the presence of at least two independent witnesses one of whom may be a representative of the Stores Department or a Railway servant as far as possible.
- (xi) Keeping watch over the workmen while at work without interfering with their duties and seeing that no unauthorised articles for private use are made or repaired by use of railway material not actually authorised by Work Order.
- (xii) Ensuring that no workman on duty leaves the shop or stores depot without necessary Gate Pass and Proper search.

- (xiii) Affording protection by providing fixed point|Beat duty or by patrolling to vulnerable points, plants, areas and sections specifically advised by the Railway Administration.
- (xiv) Checking, separately or jointly with the representatives of the concerned Railway Departments, of all electrical, mechanical, engineering and other railway material in trains, sheds, shops, stores and other places.
- (xv) To record and report to the railway administration all crimes committed and other special occurrences within Railway premises and running trains.
- (xvi) To make enquiries into special cases of theft of Railway property or cases of loss of Railway revenue arising from misappropriation, cheating etc. specially handed over to them.
- (xvii) To keep a proper record of all persons arrested under Section 12 of Railway Protection Force Act.

4.13. All losses and offences in respect of Railway property receive due cognizance and reports are lodged with the concerned Railway Police authorities. Detailed information for important crime cases relating to Railway Property and passengers etc., are also furnished in the form of Special Reports for the information of the Inspector-General|R.P.F. and Railway Board.

(ii) *Armed Branch*

4.14. The disposition of the Armed Branch personnel either in Company strength or in Platoon strength on the Zonal Railway is made by the Chief Security Officer. This Branch is chiefly meant to assist the Executive Branch of the Force i.e. the Uniformed Branch and has more or less the same duties to perform in respect of Railway property and security of Railway premises as the personnel of the Uniformed Branch has to discharge on the Zonal Railways. Its main functions are escorting of important Goods|Parcels and other trains in crime infested sections; providing static guards at Railway Cash Officers|Stations; escorting of Railway cash; providing armed guards to Railway Pay Clerks and Patrolling of the crime affected yards, sections of the railway track and other areas within the Railway limits.

(iii) *Special Intelligence Branch*

4.15. The main duties assigned to this Branch are for maintaining secret records and collection of intelligence. They are required to



collect timely information of political|subversive nature activities of Labour Unions, their meetings, processions and demonstrations and also other open and underground activities and transmit the same through the Chief Security Officer to the Railway Administration and in turn to the Railway Board.

*(iv) Crime Intelligence Branch*

4.16. The main function of this Branch is to assist the Uniformed Branch and the State Police, including the Government Railway Police, in the detection and prevention of railway crime. This Branch is divided into two sections each under the immediate charge of an Inspector—

- (a) Central Crime Bureau.
- (b) Central Detective Wing.

The duties and functions of the Central Crime Bureau are as under:—

- (i) Maintenance of statistics relating to railway crime as well as preparation of charts, graphs, maps etc.
- (ii) Maintenance of dossiers and card indices relating to railway crime and criminals.
- (iii) Study of all cases of obstruction and tampering with railway track with a view to finding out the causes and if possible the perpetrators thereof.

*(b) Central Detective Wing*

The main duties of this wing are—making thorough enquiries into cases of theft of Railway property and losses of revenue etc. specially handed over to them, and collection of intelligence relating to the movement of active criminals|suspects within railway premises and organising raids with the help of local Police for the recovery of stolen Railway property. The Dog Squad is also utilised for the detection and prevention of crime.

*(v) Fire Service Branch*

4.17. The duties|functions of the Railway Protection Force Fire Service Branch are mainly two-fold—the first is Fire Prevention and the second is Fire Extinction. The personnel of this Branch have to take fire precautionary measures as are prescribed for handling, storage and transport of combustible and inflammable material, explosives and such other dangerous goods.

4.18. The responsibilities of the Railway Protection Force in the matter of investigation into thefts, apprehending and prosecution of criminals are stated to be as under:—

4.19. On receipt of information regarding loss|theft of Railway property (as defined in the Railway Protection Force Act) the Officer in charge of the Railway Protection Force Post is required to lodge a formal report at the nearest Railway Police Station for registration and investigation. Any person arrested, in this connection, by the Railway Protection Force is promptly handed over to the nearest Government Railway Police Station for further action in respect of investigation and prosecution. He also assists the G.R.P. in the investigation of the cases reported to them.

4.20. Notwithstanding the investigation of cases of thefts of Railway property under Indian Penal Code reported to the Government Railway Police, the members of the Railway Protection Force are also empowered to arrest and prosecute persons found in unlawful possession of Railway property. Such arrests/prosecutions are made by them under Section 6 of the Railway Property (Unlawful Possession) Act, 1966 which has been brought into force with effect from 1st April, 1968. Cases inquired into under the Railway Property (Unlawful Possession) Act are not cognizable by the Railway Police. The Railway Protection Force alone is empowered to enquire into such cases and prosecute the offenders/criminals arrested by them.

4.21. Sometimes raids are also conducted by the Railway Protection Force Staff (Uniformed Branch as well as Crime Intelligence) with the help of the local Police with a view to recovering stolen railway property from the premises of the known suspects dealing in stolen goods.

4.22. As for the duties and responsibilities of the Government Railway Police in the matter of protection and safeguarding railway property, investigations into thefts, apprehending and prosecution of criminals, recovery of stolen property etc., the Ministry have stated that under the Constitution the maintenance of 'law and order' is a State subject. Accordingly, policing in the Railway premises has been entrusted to the Government Railway Police which forms part of the State Police. The main function of the Government Railway Police is, therefore, detection and prosecution of offences concerning Railways, as also arrest and prosecution of offenders in cognizable cases under the Indian Penal Code and the Indian Railways Act, 1890.

4.23. The duties to be performed by the Government Railway Police are based on the recommendations of the Police Committee of 1907. According to this Committee the duties of the Government Railway Police have been bifurcated into 'Crime' Duties and 'Order' Duties as given below:—

*I. 'Crime' Duties of the Government Railway Police.*

- (1) Detection and investigation of offences cognizable by the Railway Police.
- (2) Enquiry and report under Section 132 of the Railway Act, IX of 1890.
- (3) Arrest and detention of offenders in cognizable cases and other cases in which arrest is authorised by law.
- (4) Prosecution in Court of cognizable offences and non-cognizable offences under the Railway Act.
- (5) Reporting of all instances of oppression and fraud on the part of Railway sub-ordinates or others.
- (6) Travelling in passenger trains of specially selected officers and men for the prevention and detection of crime and for the surveillance of suspicious persons.
- (7) Making entry in prescribed registers and books of offences, reports and complaints of all descriptions brought to the notice of the Police.

*"Order" Duties of the Government Railway Police*

- (1) Control of passenger traffic inside the station premises more particularly on the platforms, in the booking offices, waiting halls, and at the entrance and exit gates and wherever specially required on emergencies by the Station officials.
- (2) Control of vehicular and other traffic in the station compound.
- (3) Maintenance of order in standing passenger trains, prevention of over-crowding etc.
- (4) Watching loaded passenger trains when standing in stations.
- (5) Arrest of those found committing nuisances or suffering from infectious diseases and keeping the station premises clear of idlers and beggars.

- (6) Examinations of all empty carriages on arrival at terminal stations for property left behind by passengers and to see that carriage fittings have not been tampered with.
- (7) Removal of bodies of persons dying in trains and on station premises and conveyance to hospital of sick passengers. All the crime cases concerning the Railway property (which also includes booked consignments in the temporary custody of Railway Administration for carriage) registered under the various Section of the Indian Penal Code i.e., theft, fraud mis-appropriation etc. are investigated and prosecuted by the Police. But the cases enquired into by the Railway Protection Force under the Railway Property (Unlawful Possession) Act, 1966 are non-cognizable for the Police. Cases under the Railway property (Unlawful Possession) Act are instituted only when a person is found in unlawful possession of Railway Property and the police do not investigate such cases.

4.24. The stolen property recovered from the possession of criminals as also from the premises of receivers of stolen property is made over by the Police to the Railway Administration concerned, after the prosecution launched against the criminals is finalised by the Civil Courts of the State Governments.

4.25. The Committee enquired if any difficulties had been experienced in conducting prosecution due to bifurcation of duties between the R.P.F. and G.R.P. and if so, what steps had been taken in this regard. The Ministry have informed the Committee that the bifurcation of duties as such has not posed any serious difficulties in conducting prosecutions. However, there are certain minor difficulties that do arise from time to time in the execution of day-to-day duties by the members of the two organisations particularly in the registration of cases. These are sorted out by the periodical meetings that are held between the officers of the Railway Protection Force and the Government Railway Police at the various levels. However, it cannot be said that the present arrangement is the ideal arrangement for the prevention and detection of crime on the railways. As per the present position, protection of railway property is to be done by the Railway Protection Force while investigation under the Criminal Procedure Code and prosecution is to be done by the Government Railway Police. These two duties are so closely interlinked that it is difficult to draw a line of demarcation between them except when it comes to the execution of legal powers. The ideal arrangement would perhaps be to have one unified railway police as was visualised by the High Powered Committee. This

however, is not possible under the present constitutional set-up whereby Police including Railway Police is a State subject.

4.26. It has been brought to the notice of the Committee that the G.R.P. personnel drafted by the R.P.F. for short duration do not really understand railway problems nor do they have any stake in safeguarding Railway interests and that most of their duties could easily be taken over by the R.P.F. thereby relieving the States also of much of their burden. The Committee enquired if the question of setting up of a single well-knit force responsible for safety of Railway property had been considered and if so, with what results. In a note on the subject, the Ministry have stated that the Government Railway Police is a branch of the State Police, under the administrative control of the Government. It functions independently of the Railway Protection Force and the Railway have no administrative or operational control over it. Its officers and men belong to the State Police cadre and they are drafted to the Government Railway Police for varied lengths of time, depending on the practice obtaining in each State.

4.27. As regards the quality of officers and men posted in the Government Railway Police, Shri B. N. Mullick, Director, Intelligence Bureau in his Report on Compensation Claims on the Indian Railway has commented as under:—

“The charge made by the Railway Administration that in general the staff employed in the Railway Police is inefficient has been admitted by all the Superintendents of the Railway Police in their reports and also generally by the Inspectors General of Police. It has been usually the practice to reserve the more efficient officers for the District Police work and depute the less efficient ones to the Railway Police and also to discriminate in matters of promotion against officers, who have been too long in the Railway Police and have too little experience of District Police work. This attitude should end.”

4.28. The High Powered Committee on Security and Policing on Railways in their Report have also stated as under:—

“Adverting to the question of quality of Railway Police, the consensus of opinion is that it has continued to be an organisation to which the best officers and men are reluctant to go.....”

**“Witness after witness commented adversely before this Committee on the quality of the officers and men in the Railway Police. For instance, according to Shri V. S. Mathews, Special Relief Commissioner, Orissa, ‘the worst staff is posted to the Government Railway Police’ while, according to Shri B. K. Lokhande, D.I.G., C.I.D. and Railways, Maharashtra State, ‘at present, persons undergoing departmental proceedings are being posted to the Government Railway Police. At least, 40 per cent of the men are such.’ ‘The tradition is for the worst men to be sent to the Government Railway Police’, says Shri Nag K. Gupta, I.P.S., Chief Security Officer, North Eastern Railway (formerly D.I.G. Police, U.P.)”**

4.29. Similar views are held by Shri M. K. Sinha, I.P., former I.G.P Bihar, who says—

**“Better officers are posted to the districts where problems are acute. The conditions of service in districts are far better than the service conditions of the Government Railway Police. So, the Railways are having most unwilling people. They are the rejects. Therefore, administration of the Government Railway Police has suffered all these years.”**

The above opinions, however, are only some of the many opinions taken by the High Powered Committee on Security and Policing of the Railways. Other officers of the State Govt. have not given similar opinions regarding the Government Railway Police. It may not, therefore, be appropriate for the Railway Administration to give any categorical opinion regarding the quality of G.R.P. personnel.

4.30. As regards the question of taking over the duties of G.R.P. by the R.P.F., the Ministry have stated that the crime duties performed by the Government Railway Police cannot be taken over by the Railway Protection Force as the officers and members of the Force are not vested with the requisite police powers which are essential for the discharge of these duties.

4.31. As regards the Order Duties, there is no burden on the State Police since the entire expenditure on the staff of the Government Railway Police performing Order Duties is reimbursed to the State Government by the Railways. Moreover, excepting items 4 and 6

of the Order Duties, all other duties can be efficiently performed only by persons who are vested with Police powers. The examination of wagon and carriage fittings is already being done by the R.P.F. personnel.

4.32. The Committee enquired if it would not be conducive to efficiency and economy if the Order Duties of the G.R.P. were taken over by the R.P.F. The Ministry have replied that it is not possible for the R.P.F. to take over Order Duties due to legal limitations. The order Duties as at present (with the exception of watching loaded passenger trains at stations and examination of empty carriages or arrival), cannot be taken over by the R.P.F. unless the latter are equipped with the requisite Police powers.

4.33. In regard to the question of setting up of a single well-knot force responsible for safety of Railway property, it has been stated by the Ministry that this question has been recently considered in detail by the High Powered Committee on Security and Policing on Railways (1968). Extracts from the Report of the said Committee containing their views on this issue are reproduced below:—

"275. As has already been pointed out, one serious defect with the present system of policing of the Railways is that Railway Police Officers need not identify themselves with the interests of the Railways to which they are attached. This lack of identity is inevitable for two reasons: (1) because officers and men of the Railway Police under the State system are not answerable to the Railways or the Central Government for their work and conduct; and (2) because the topic of railway crime is generally not noticed seriously in State Assemblies, though it is the subject of heated debates in Parliament."

"277. The creation, therefore, of a Railway Police unit on an All-India basis armed with sufficient powers to be able to act in regard to railway security independent of but in co-ordination with State Governments would only be in consonance with the present day requirements. This will only go to strengthen the hands of the State Governments. Before, however, effect can be given to this proposal, it may be necessary to amend the Constitution to bring Railway Police on the Union or the Concurrent List. If this can be done, a major obstacle in the way of the Central Government having a Railway Police of its own will have been removed and it may not be then

difficult to evolve an agreed arrangement in consultation with State Governments for policing of the Railways."

"296. The question then arises how is such a centrally administered agency to be created and what should be the scope and extent of its jurisdiction, functions and duties. As we have already noticed, one alternative is to establish and organise a Railway Police Force under the direct superintendence and administrative control of the Central Government. This alternative is, however fraught with many fundamental difficulties and is not capable of easy implementation. This obviously requires an amendment of the Constitution. Although the Railways are under the Central Government, the subject of Railway Police has been included in the State List. (List II of the Seventh Schedule of the Constitution). Therefore, unless the Constitution is amended by transferring the subject of Railway Police, including maintenance of public order on the Railways to the Union List, the Central Government cannot take any legislative or execution action for the creation and organisation of a Railway Police Force. We are not unmindful of the fact that amendment of the Constitution is, at all times, a matter of serious and far-reaching consequences, involving a complex procedure, more so, when the proposal involves an amendment of any of the Lists in the Seventh Schedule which are included in the entrenched provisions under the proviso of Article 368. We are also aware that unless the Parliament is able to carry a majority of the State Governments with them on this issue, such an amendment would be difficult. We feel, however, that it should not be difficult for the Union Government to convince the State Governments of the advantages that would result if this proposal of the Centre taking over the policing on the Railways is accepted. It is possible that if the right approach is made to the State Governments in this matter, they may not be unwilling to be relieved of some of their own responsibilities in the matter of policing on the Railways."

"297. We would, therefore, recommend that the Central Government should give due consideration to this proposal and examine the feasibility of an amendment of the Constitution so as to transfer the subject of Railway



Police as also maintenance of public order on the Railways to the Union or the Concurrent List. As we have already observed, such an amendment, if carried through, will be an ideal solution to the problem."

"299. If, however, for any reason, a constitutional amendment of this nature is not feasible at present or in the near future, we will have to consider whether, within the framework of the existing constitutional provisions, the Railway Protection Force, which has been statutorily established, can be given further powers and responsibilities as an alternative to the present system, for ensuring better security and policing on the Indian Railways."

4.34. After considering all the pros-and-cons of the proposal of a centrally administered Force, the Committee recommended certain additional Police powers to be given to the R.P.F. to enhance their utility in dealing with crimes on Railways and expressed their opinion as follows:—

"303. We are, therefore, of opinion that Parliament is competent not only to define and create new offences on the subject matter of Railways and carriage of passengers and goods by Railways, but also to make a law prescribing the procedure for the investigation into commission of such offences and for the prosecution of persons concerned in such offences. We are also of the opinion that members of the Railway Protection Force can be invested by a law made by Parliament, with such powers of investigation and prosecution under the Code of Criminal Procedure as are exerciseable by the State Police. Such legislation would, in pith and substance, be legislation relating to the subject matter of carriage of passengers and goods by Railways and also to matters included in the Code of Criminal Procedure at the commencement of the Constitution and would, therefore, be unobjectionable from any constitutional point of view."

4.35. In reply to a question about the position of expenditure on Government Railway Police borne by the Railways, the Ministry have stated that as per the decision of the Railway Police Expenditure Committee 1937 which went into the question of strength and cost of Government Railway Police on the introduction of Provincial autonomy from 1-4-1937 under the Government of India Act,

1935, the Railways are required to bear the expenditure on Government Railway Police as under:—

- (1) Full cost of the Police personnel employed on 'Order' duties proper including allowances, contingencies, leave, casualty reserve etc.
- (2) Full cost of additional Police required to be employed on 'Order' duties such as on the occasions of Melas and fairs etc.
- (3) 1/4th cost of Supervisory Staff excluding the Inspector General, the Deputy Inspector General of their Assistants.
- (4) Full cost of rent of residential quarters/accommodation for 'Order' duties staff and 1/4th cost of rent of quarters for Supervisory staff.

4.36. A statement showing the expenditure on Government Railway Police borne by the Railways during the past 3 years is given below:—

*Cost of Government Railway Police Reimbursed to the State Governments by Railways.*

S.No.	Railway	1968-69	1969-70	1970-71
		Rs.	Rs.	Rs.
1	Central . . . . .	25,24,294	27,37,509	30,74,825
2	Eastern . . . . .	45,80,439	56,75,948	47,16,689
3	Northern . . . . .	39,30,077	42,76,649	46,72,145
4	North Eastern . . . . .	19,24,719	18,19,236	21,13,044
5	Northeast Frontier . . . . .	13,92,987	15,80,821	9,53,797
6	Southern . . . . .	30,02,126	32,97,944	29,97,018
7	South Central . . . . .	13,52,941	16,80,044	18,14,024
8	South Eastern . . . . .	17,23,208	20,01,907	23,07,680
9	Western . . . . .	33,54,290	38,18,426	39,83,577
		<u>2,37,85,081</u>	<u>2,68,88,484</u>	<u>2,66,32,799</u>

4.37. The Committee enquired on what considerations the cost of the Order Wing of the G.R.P. and part of the cost of supervisory

staff was borne by the Railways. In a note on the subject, the Ministry have stated that the full cost of Order Wing and 1/4th cost of the supervisory staff of the G.R.P. is being borne by the Railway Administrations on the recommendations made by the Police Committees of 1907 and 1921. The question of sharing the cost of G.R.P. on this basis was again gone into by the Police Expenditure Committee of 1937 but they also endorsed the said method of payment. Considerations which led to the fixing of cost of G.R.P. as suggested above were that the G.R.P. have to perform two types of duties i.e. 'public' duties and 'private' duties. The 'public' duties relate normally to law & order duties in regard to crime control by the Police whereas the 'private' duties relate to the maintenance of order etc. in the Railway premises which were considered more in the interest of Railways administrations than in the interest of the Government. Based on these principles the 'public' duties came to be reflected in Crime Wing of the G.R.P. while the 'private' duties came to be reflected in the Order Wing of the G.R.P. Since the Order Wing was entirely meant for the Railways it was decided that full cost of the Order Wing should be borne by Railways. As the supervision over Order Wing as well as the Crime Wing was required to be done by the superior officers of the G.R.P. it was decided that 1/4th cost of the supervisory staff should also be borne by the Railways.

4.38. In this connection, the Ministry have further informed the Committee that the expenditure on the entire G.R.P. has now been proposed to be shared by the State Governments and the Railway Administration on 50:50 basis. This recommendation has been made by a Sub-Committee of Is.G.P. set up by the Ministry of Home Affairs recently and the same is under consideration of the Ministry of Home Affairs in consultation with the State Governments.

4.39. The Committee enquired if any review of the duties of the Government Railway Police had been carried out after Independence and if not whether it was not necessary to do so. The Ministry have replied that no Police Committee has been set up after Independence to make a review of the duties of the G.R.P. as classified by the Police Committee of 1907. However, a Committee known as Police Expenditure Committee was set up in the year 1937 which also endorsed the classification of duties made by the Committee of 1907. This question was, however, gone into by the High Powered Committee on Security and Policing on Railways and they in their Report in 1968 have recommended the *status quo* to be maintained.

4.40. During evidence, the Committee enquired to what extent there was duplication in the duties and responsibilities of the Railway Protection Force and the Government Railway Police in the matter of safeguarding railway property and whether such duplication had resulted in evasion of responsibility by these two organisations. The representative of the Ministry stated that the duties to be performed by the Government Railway Police and the Railway Protection Force had been well-defined. The powers for investigation and prosecution were vested with the State Police as the law and order agency was of the State Government. On the other hand, the Railway Protection Force was intended to protect Railway and public property in their custody.

4.41. In reply to another question, the representative of the Ministry stated that one of the difficulties being felt was in regard to co-ordination between the district police and the Government Railway Police. While jurisdiction of the Government Railway Police was confined to the boundaries of the Railways, the area of crime was not so confined. Joint Committees consisting of the Railway Protection Force and Government Railway Police and the State Governments had been set up to coordinate such matters.

4.42. The Committee enquired about the progress made in implementing the recommendations of the High Powered Committee regarding the necessity for conferring additional Police powers to the R.P.F. The representative of the Ministry stated that in so far as Railway property was concerned, the Railway Protection Force had also been empowered through a law passed recently to carry out investigation and prosecution and if a person was caught red-handed while stealing railway property, the offence had been made non-cognizable for the Railway Police. The High Powered Committee had also recommended that in respect of other items of traffic, similar powers should be given to the R.P.F. This recommendation had not been agreed to. He, however, added that there were certain other aspects regarding which they would like R.P.F. to have more powers. In emergency conditions in particular, they would like R.P.F. to be given powers of apprehension, detention and prosecution. This matter was proposed to be further pursued with the Ministry of Home Affairs.

4.43. In reply to a question why the Ministry of Home Affairs had not agreed to the proposal to give additional powers to the R.P.F. for apprehending and prosecuting people under the Indian Penal Code, the representative of the Ministry stated that their argument was that if the R.P.F. was given these powers in regard to

public property, this would also become non-cognizable offence for the police. The Ministry of Railways had proposed only certain items like interference with the Railways, squatting and preventing Railway staff from doing their duties etc. These proposals had, however, not been agreed to.

4.44. In a further note on the subject the Ministry have stated that the High Powered Committee have in their Report recommended conferment of additional legal powers in recommendations Nos. 27, 38, 45, 52, 55, 56 and 69. The text of these recommendations as also the views of the Ministry of Railways thereon are given below:—

<i>Text of the High Powered Committee's Recommendation</i>	<i>Views of the Ministry of Railways</i>
27. Investigations into thefts of booked consignments must be pursued with vigour and for this purpose, the Railway Protection Force should be invested with the requisite powers.	The figures of cases of theft mentioned in para 101 of Chapter VI of the Committee Report reveal that there has been a distinct and marked improvement in the percentage of cases challaned and the percentage of cases in which convictions were secured. Moreover Railway Protection Force has already been given enough powers under the Railway Property (Unlawful Possession) Act to deal with cases of Railways property suspected of being stolen or unlawfully obtained. There is no reason to presume that investigations by Government Railway Police in the case of thefts would not be satisfactory and it would be better if conducted by Railway Protection Force. Confering these extra powers the Railway Protection Force would result in additional expenditure of over Rs. 16 lakhs by way of additional staff (Investigating and Prosecuting teams) etc, without any corresponding reduction in the Government Railway Police.
38. Such powers as are laid down in Sections 151 and 152 of the Criminal Procedure Code should be conferred on members of the Railway Protection Force to enhance their utility.	However, this recommendation is under reference to Ministries of Home Affairs and Law.
45. The gap that now exists between the responsibility of the Railway Protection Force as laid down in Section 11 of the Railway Protection Force Act on the one hand and their legal powers on the other, should be bridged.	Accepted.  Accepted. Acceptance of Recommendation No. 38 would go a long way in bridging this gap.

*Text of the High Powered Committee's Recommendation**Views of the Ministry of Railways*

52. The following offences relating to railway property should be treated as special offences and a minimum punishment prescribed for them:—
- (i) Theft of railway property.
- (ii) Criminal breach of trust and criminal misappropriation in respect of railway property.
- (iii) Dishonestly receiving of stolen railway property.
- (iv) Habitually dealing in stolen railway property.
- (v) Cheating in respect of railway property.
- (vi) Forgery of register, or certificate or any other document, intending that such document shall be used for the purpose of cheating the Railway Administration.
- (vii) Wilfully destroying, altering, mutilating or falsifying any book, paper, writing, valuable security or other document belonging to the Railway, with intent to defraud the Railway Administration.
- (viii) Making or counterfeiting any seal, plate or other instrument for making an impression or for possession thereof intending that the same shall be used for the purpose of committing any forgery.
- NOTE.**— A higher punishment should be prescribed for these offences when committed by a railway servant.
55. The Railway Property, (Unlawful Possession) Act, 1966 should be substituted by another and more comprehensive Act called the Railway Property (Offences) Act and special offences of the categories mentioned above created under this Act.
56. All such offences should be made non-cognizable by the Police and at the same time powers should be given to members of the Railway Protection Force to arrest without any order of a

The matter is under reference to Ministry of Law and Ministry of Home Affairs.

The recommendations are under reference to the Ministries of Law and Home Affairs.

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Magistrate and without a warrant, any person who has been concerned in the commission of such any offence.

69. A new provision should be inserted in the Act empowering the Central Government to confer or impose by general or special order upon any member of the Force any of the powers or duties conferred or imposed on a Police Officer of any class or grade by or under the Code of Criminal Procedure, 1898, or any other Law for the time being in force.
- The matter is under reference to Ministry of Law and Ministry of Home Affairs.

4.45. The Ministry have added that these recommendations were referred to the Ministry of Home Affairs who have not accepted the same. Briefly, these legal powers relate to powers of investigation and prosecution in respect of theft of railway property including booked consignments, frauds, etc., special Police powers as laid down in Section 151 and 152 of the Cr. P.C. and a new provision to be inserted in the Act empowering the Central Government to confer or impose by general or special order upon any member of the Force any of the powers or duties conferred or imposed on a Police Officer of any class or grade by or under the Code of Criminal Procedure or any other law for the time being in force. The matter is under consideration.

4.46. It has been stated by a senior retired Railway official in his memorandum to the Committee that "Experience has shown that R.P.F. organisation has not been as effective in preventing thefts and pilferages as was visualised when this scheme was introduced more than 15 years ago... The basic fact remains that the Railway is only a thin ribbon in a State territory and the R.P.F. has meant a division of responsibility between the State Administration and Central Organisation. The State law enforcement machinery must continue to have the key and an objective review is needed to decide whether Railways should not go back to the old Watch and Ward concept, and hand over the police functions to the State Police."

4.47. Another senior retired official has expressed the view that "Although the R.P.F. has done extremely good work in the face

of great odds where the safety of track and structures of the Railways are concerned, it has been singularly ineffective in tackling the problem of thefts, pilferages and losses. One possible reason for this failure may stem from internal weaknesses."

4.48. In this connection, the Committee would like to refer to the following observations of the Expert Committee on Compensation Claims:—

"That present difficulties stem primarily from the fact that in recent years the R.P.F. has sought to grow up as an altogether independent organisation. Some of the officers drawn from the Police have in the past been liabilities rather than assets to the Railways. They started with the initial handicap of being unfamiliar with the details of railway work and did not identify themselves with the great organisation which they were called upon to serve.

"This department has shown some evil tendencies: for example, reluctance to cooperate with other departments. The weaknesses of the R.P.F. arise chiefly from these causes."

4.49. The Committee would further draw attention to the following observations made by the Minister of Railways in the Lok Sabha in reply to Starred Question No. 402 on the 12th December, 1972.

"None of the State Governments have asked to disband the R.P.F. and entrust the entire responsibility to them. On the other hand, we are also paying Rs. 3 crores to the State Governments for carrying on policing activities on behalf of Government Railway Police. I am sure one is not the substitute for the other. If you say that because of this Diarchy there is some confusion, I agree with it and therefore, as I told the House, I would like to build up a task force out of these men so that we may take up this question with the State Governments to make this force really effective and we may entrust more responsibilities to them than depend on the Government Railway Police."

4.50. The Committee note that the duties and responsibilities of the Railway Protection Force and Government Railway Police with regard to apprehension, investigation and conviction of persons found guilty of theft of Railway property, are stated to be "well



defined" and that the bifurcation is stated to have posed no serious difficulties in conducting prosecutions. It is, however, admitted that difficulties do arise from time to time in the execution of day to day duties by members of the two organisations, particularly in the registration of cases.

4.51. It is significant to note in this connection that the Minister of Railways also admitted in the Lok Sabha that because of the diarchy between Government Railway Police and R.P.F., there was confusion and that "he would like to build up a task force out of these men.....to make this force really effective."

4.52. From the memoranda submitted to them by eminent non-officials, Chambers of Commerce, Railwaymen's Unions etc. as well as from the impressions gathered during tours, the Committee have come to the conclusion that the Railway Protection Force has yet to prove its worth as an effective instrument for protection of Railway property.

4.53. What has caused great concern to the Committee is that the performance of the R.P.F. in the matter of safeguarding Railway property from thefts and pilferage particularly, in the Eastern Region, has not been as effective as it should have been.

4.54. The Committee consider that the increasing incidence of crime against Railway property and the spate of agitations, bundhs and hartals in the country of which the Railways unfortunately happen to be the first and main target, make it incumbent that there should be full cooperation and rapport between the R.P.F. and G.R.P., at all levels. The Committee trust that the institution of the Joint Committees will also be utilised by the Railways in an increasing manner to secure the cooperation of the State Governments in protecting railway property and in bringing the culprits to book. It should also be ensured by Government that law and order are effectively enforced by the Government Railway Police.

4.55. At the same time, it is necessary for the R.P.F., to revamp its procedures and modes of functioning so that it becomes an effective instrument for protection of Railway property.

4.56. The Committee note that the Railways are incurring an expenditure of about Rs. 3 crores per annum on Government Railway Police to meet (i) the cost of police personnel employed on 'Order' duties including additional police employed during melas and fairs; (ii) the cost of providing residential accommodation to

such personnel; (iii) 1/4th cost of supervisory staff; and (iv) 1/4th cost of rent of residential accommodation provided to such staff.

4.57. The Committee would like the Railway Protection Force to be armed with necessary powers to enable it to discharge its duties efficiently and effectively so that it may not plead lack of sufficient powers as an excuse for its performance not being upto the mark as has been the case hithertofore. The Committee recommend that the question of entrusting more powers to the Railway Protection Force to make this Force really effective in guarding railway property and apprehending the miscreants, should be gone into and effective measures taken to implement the decision expeditiously. The Committee need hardly stress that unless the Railway Protection Force is made effective in the discharge of its duties and is successful in bringing down the incidence of thefts and pilferage on the Railways, the huge expenditure of over Rs. 12 crores annually on this Force would hardly appear to be justified.

#### C. Superintendence and Administration of Railway Protection Force:

4.58. The Committee enquired if the Station Master, the Divisional Superintendent and the General Manager had any administrative control over the R.P.F., personnel. The Ministry have stated that Section 8(1) of the Railway Protection Force Act provides as under:—

“8(1) The superintendence of the Force shall vest in the Central Government, and subject thereto the administration of the Force shall vest in the Inspector General and shall be carried on by him in accordance with the provisions of this Act and of any rules made thereunder.”

4.59. On the Zonal Railways the administration of the Force is vested in the Chief Security Officer who is to discharge his administrative functions in accordance with the provisions of the Railway Protection Force Act and Rules made thereunder. However, as laid down in Section 8(2) of the Railway Protection Force Rules, 1959 the Chief Security Officer is required to carry out all directions issued to him by the General Manager of the Zonal Railway under whose general supervision he works.

4.60. Under the existing provisions, the disciplinary and appellate powers are vested in the Inspector General, Chief Security Officers, Security Officers and Assistant Security Officers of the Force. The General Manager or the Divisional Superintendent or any

other officer of the Railway not governed by the Railway Protection Force Act, 1957 cannot exercise any disciplinary powers over the Railway Protection Force, personnel.

4.61. The recruitment, training, promotions, transfers, leave and other cognate establishment matters of the members of the Force are all controlled by the Superior officers of the Force. In a nutshell, the Railway Protection Force functions under a single chain of command with the Inspector General at the top and the Rakshak at the bottom. Unlike the other Railway servants working in the various Departments under the General Manager of the Zonal Railways, the Officers and members of the Railway Protection Force are debarred from joining any Labour Union etc., as laid down in Section 19 of the Railway Protection Force Act. Even the Police (Incitement of Dis-affection) Act, 1922, applies to the members of the Railway Protection Force as it applies to the members of the Police Force.

4.62. It will thus be seen that while the functional/executive control over the Force is exercised by the General Manager and Divisional Superintendent within their jurisdiction, the administrative control is exercised by the superior officers of the Force.

4.63. It has been represented to the Committee that for the R.P.F., to be effective, it must form integral part of the Railway Administration and that the General Manager, the Chief Commercial Superintendent and the Divisional Superintendent must have an effective say in its functioning. The Committee enquired if the suggestion had been considered by the Railway Board and if so, what their views in the matter were. In a note on the subject the Ministry have stated that the Railway Protection Force Act was enacted in the year 1957 after due consultation with the Ministry of Home Affairs and the Ministry of Law. Before enactment of the Act when the Ministry of Law was consulted, they *inter alia*, advised the Ministry of Railways as under:—

“As the Force is intended to be an armed Force there must be some officer at the top in whom the administration of the Force should be vested and this officer at the top should not be a railway official but should be a fullfledged officer of the Force itself otherwise the very nature and character of the Force as an armed force may be questioned.”

4.64. Since then, the matter is stated to have been considered by the Board several times and more recently in the context of the Report of the High Powered Committee, the Study Team of the Administrative Reforms Commission and finally the commission itself. The Board had so far not considered it desirable to bring about any change in the administrative set up of the Railway Protection Force.

4.65. The Committee pointed out during evidence that while the functional/executive control over the R.P.F. was exercised by the General Manager and Divisional Superintendent within their jurisdiction, administrative control was exercised by superior officers of the Force. They enquired whether the present arrangement was working satisfactorily. The representative of the Ministry stated "The relationship of a Divisional Superintendent with an Assistant Security Officer of a Division follows the pattern of relationship between the District Magistrate and the Superintendent of Police. Even in the Civil Services, if there is a question of any disciplinary action or appeal, under the classification of Appeal Rules, an appeal from a Superintendent of Police does not go to the Collector but to the DIG. It is only in respect of disciplinary action that this is done."

4.66. He added legally, the authority for dealing with appeals from lower formations was the IG, Railway Protection Force at the Board level. The old Watch and Ward staff who joined the R.P.F. and whose services were continuous were having their appeals dealt with by the General Manager. However, under the R.P.F. Act, the personnel recruited to the R.P.F. were being dealt with by the I.G. There had been representations that the R.P.F., intended to be a little away from the main stream of railway activity. This had been dealt with in two ways. In the first instance, it had been clarified that the Divisional Superintendent must act in relation to R.P.F. Officers in the same manner as the District Magistrate dealt with the Superintendent of Police. Secondly, the confidential reports of the R.P.F. Officers were sent in draft form by the Divisional Superintendent to the General Manager so that the latter might take his remarks into consideration while signing the final report of the officer. As a result of these two steps, some improvement had been brought about. The representative of the Ministry added that it was really a question of rapport between the two officers.

4.67. To a question if it was not necessary for the Divisional Superintendent to be given some supervisory responsibility in respect of the R.P.F. personnel, the representative of the Ministry stated that the Divisional Superintendent was not authorised to

give direct orders to the Security Officer, as he did not have the training of the District Magistrate. So far as effective action in regard to a particular station was concerned, he had the authority to give orders to him and he was fully supported in this regard at the higher levels. Similarly, the General Manager gave orders to the Chief Security Officers after examining and discussing the legal aspects with him.

4.68. The Divisional Superintendent had been given the authority to suspend the R.P.F., Rakshaks for misbehaviour or to transfer him within the Division. He could also transfer a junior officer like the Sub-Inspector within the Division, if he so considered it necessary.

4.69. From the memoranda submitted to the mas well as from the discussions with local Railway officials during their tours, the Committee have gathered an impression that the Railway authorities at the Divisional and Station levels are not happy at the existing administrative arrangements for dealing with the Railway Protection Force personnel. These authorities feel a lack of involvement by the R.P.F. personnel in the working of the Railways and sometimes find themselves hamstrung in their day-to-day dealings with them. It is evident that such a state of affairs cannot ensure efficient management of the Railway operations at the field level.

4.70. As the Divisional Superintendent is entrusted with full responsibility for the successful operation of Railways in his Division and is accountable to the General Manager for all matters within his jurisdiction there is no reason why any sort of diarchy should be permitted between the Divisional Superintendent and the Security Officer.

4.71. It is, therefore, only logical that the arrangements which hold good for other technical departments, should hold good for the Railway Protection Force also. It is necessary that there should be a single chain of command so that there is no ambiguity as to who should report to whom. The security officer should, therefore, be responsible to the Divisional Superintendent who may be authorised to record his confidential report also.

4.72. In the opinion of the Committee, such an arrangement will result in smooth and efficient functioning of the Railways at the lower echelons. Similar arrangements should be worked out at the Zonal level between the General Manager and the Chief Security Officer.

### D. Staffing the R.P.F.

4.73. It has been suggested to the Committee that the R.P.F. should be manned by directly recruited officers from the Indian Police and drafted to the Railway permanently after 5 years of service in the District and Railway Police. The Committee enquired if the suggestion had been examined and if so, with what results. The Ministry have stated that at present, officers of the Indian Police Service from the State Police are taken on deputation for a period of 5 years to man 50 per cent of Class I posts to the senior scale. All the posts of Chief Security Officers (Administrative Grade) which are tenure posts, are manned by Police Officers of the rank of Deputy Inspector General on deputation from the State Police.

4.74. The question regarding formation of a separate Class I Service for the Railway Protection Force and the method of direct recruitment thereto was, however, recently gone into by the High Powered Committee on Security and Policing on Railways (1968). The Committee made the following recommendations in this regard:—

- (i) Direct recruitment to the rank of Assistant Security Officer is an absolute necessity and rules should be framed for this and notified;
- (ii) To start with, arrangement may be made for the direct recruitment of atleast one ASO for each Railway;
- (iii) The aim should be to fill 66-2/3 per cent of the Senior Scale posts of Security Officer by selection from those directly recruited as ASO and the rest by promotion;
- (iv) A separate superior service of Class I Officers should be created for the Railway Security Force.

4.75. The above noted recommendations were considered by the Railway Board and the suggestion of formation of a separate Class I Service for the Railway Protection Force was accepted in principle.

4.76. It was also decided to refer the matter to the Ministry of Home Affairs and the Union Public Service Commission for obtaining their concurrence. Accordingly, the Department of Personnel (Cabinet Secretariat), commented as under:—

“Although the proposed service would have 123 posts, there would be only 18 officers who could be considered for appointment to the Service at the initial constitution.

The posts in the Junior Time scale would be newly created posts and would, therefore, be filled only at the maintenance stage. It does not, therefore, appear to be appropriate to constitute a new Class I Service with only 18 officers, assuming that all the 18 officers would be inducted into the new Service at the initial constitution.

The main question, which also engaged the attention of the High Powered Committee is to introduce direct recruitment in the grade of Asstt. Security Officer. This purpose could well be served by prescribing that a definite percentage of vacancies of Asstt. Security Officers Class II would be filled by direct recruitment. Even if the new grade in Junior Time Scale is created, as proposed by the Ministry of Railways, it would serve the purpose if Recruitment Rules for the new grade are framed, in consultation with the UPSC and the Ministry of Law and Justice, to provide for direct recruitment. It does not seem to be appropriate to constitute a new service only for the purpose of creating a new grade.

The Ministry of Railways have proposed that after sometime the vacancies in Senior Class I, Junior Administrative Grade and Senior Administrative Grade in the new set up would all be filled by promotion. If vacancies in these grades are to be filled in future, the existing recruitment rules for these posts may be suitably amended in due course in consultation with the UPSC and the Ministry of Law and Justice. For this purpose also, it does not seem to be desirable to constitute a new service."

4.77. It will, thus, be observed from the above that the Department of Personnel (Cabinet Secretariat) are at present not in favour of creating a new Class I Service for the Railway Protection Force. They have, however, as an alternative, suggested amendment of the existing recruitment rules by providing therein the percentage of direct recruitment to the post of Assistant Security Officers in Junior Time Scale Class II.

4.78. Suggestions made by the Department of Personnel (Cabinet Secretariat) have been examined and the following points are now under active consideration of the Railway Board:—

- (i) Class I Junior Scale may be introduced in the Railway Protection Force by converting 50 per cent Class II posts of Assistant Security Officers into Class I Junior Scale.

- (ii) The posts in Class I Junior Scale may be filled in partly by direct recruitment through the competitive examination for I.A.S. and Allied services held by the U.P.S.C. annually and partly by promotion in the ratio of 2 : 1. Initially direct recruitment may be made at the rate of 10 candidates per year. Till such time as 50 per cent of posts of Assistant Security Officers are held by Class I Officers, the remaining Junior Scale Class I posts may continue to be filled in by deputationists as hitherto.
- (iii) Posts in Senior Scale and above may be filled entirely by promotion. Till such time as suitable officers with adequate experience and seniority are available for promotion, these posts may continue to be filled in by I.P./I.P.S. Officers on deputation from the State Governments as hitherto.

4.79. As regards the training in the Police work it is proposed that the initial training of the direct cadets for the Junior Scale Class I posts be arranged at the National Police Academy, Mount Abu. Thereafter the probationers may be required to attend a short course at the Railway Staff College, Baroda and also be put through a course of practical training with a State Police so as to ensure proper liaison with the State Police Officers at all times.

4.80. In a further note on the subject, the Ministry have stated that the Department of Personnel has suggested postponement of formation of a separate Class I Service for the R.P.F. and instead of this, formation of a separate Class I Cadre for the R.P.F. Officers has been recommended by them for consideration. For the formation of a Class I Cadre for R.P.F. the R.P.F. (Superior Officers) Recruitment Rules are to be suitably amended in consultation with the U.P.S.C. so as to provide for recruitment of certain percentage of officers through the U.P.S.C. This aspect of direct recruitment into Class I Service of the R.P.F. is being processed.

4.81. It may, however, be mentioned that, as at present, 50 per cent of the posts of Class I and Class II Officers will continue to be manned by Officers of the Police Department till the formation of the R.P.F.'s own cadre.

4.82. In regard to the question of staffing the Government Railway Police, the representative of the Ministry stated in evidence that "Unfortunately, what has happened is that the rejects are posted to the Railway Police, with the result that they do not have the same efficiency. This is a matter which can be dealt with



over a longer period. With better co-ordination and pressure, things can be improved, but this is the real factor."

4.83. The Committee note that pending formation of a separate Class I Service for the Railway Protection Force which has been accepted in principle, it is proposed to have direct recruitment through the U.P.S.C. for a separate Class I Cadre of R.P.F. Officers. In this connection, the Committee would suggest that the feasibility of drafting some officers from the Indian Police Service on a permanent basis after five years of service in the District Railway Police may also be examined.

4.84. The Committee further suggest that recruitment to the Railway Protection Force at the lower levels, should be made from retired defence personnel to the maximum extent possible.

4.85. So far as Government Railway Police personnel are concerned, the Committee are unhappy to learn that "unfortunately what has happened is that the rejects are posted to the Railway Police, with the result that they do not have the same efficiency." The same views were expressed by the High Powered Committee who have stated in their Report that "the consensus of opinion is that it (G.R.P.) has continued to be an organisation to which the best officers and men are reluctant to go".

4.86. The Committee also note that a sub-Committee of Inspectors General, Police set up by the Ministry of Home Affairs recently, has suggested that the expenditure on the entire Government Railway Police should be shared by the State Governments and Railway administrations on 50 : 50 basis. The Committee would like the above situation to be brought to the notice of the Ministry of Home Affairs and the State Governments before any final decision in the matter is taken. It may be impressed upon the State Governments that the officers drafted for the Government Railway Police should be really competent and efficient so that the expenditure incurred on this organisation, which is quite considerable, is commensurate with the results achieved.

4.87. The Committee would also like the Railways to evolve a procedure by which the performance of the Government Railway Police at each station is evaluated and communicated to the State authorities concerned annually.

4.88. In the overall interest of effective functioning of the Police forces on Railways, it would be appropriate if the Confidential Reports of Gazetted personnel of Government Railway Police are recorded by the DIG, Railways in consultation with the Chief Security Officer of the Zonal Railway.

### E. Training

4.89. The Committee enquired if any common programme had been drawn up for imparting training to Government Railway Police and the Railway Protection Force with a view to securing effective co-ordination among them in their field duties. The Ministry have replied that for better co-ordination and co-operation between the Railway Protection Force, the Government Railway Police and the District Police, periodical meetings are held at various levels for the exchange of intelligence etc. relating to crime and criminals operating on the Railways. Common problems relating to 'law and order' situation in the Railway premises etc. are also discussed at such meetings.

4.90. In regard to the imparting of training to Government Railway Police personnel it is stated that this subject was discussed at the Conference of the Deputy Inspectors General, C.I.D. (Railways), of the various State Governments convened by the Ministry of Home Affairs (Intelligence Bureau) in New Delhi on 30th April, 1971. At this Conference it was decided that arrangements should be made for systematic training of G.R.P. personnel in the working of Railways in some suitable Railway Training Institutions.

4.91. On behalf of the Ministry of Railways it was stated that such a training course for G.R.P. officers would be organised at the R.P.F. Training College, Lucknow. It was envisaged that the training would cover elementary knowledge on subjects like Commercial Working of the Railways, Transportation, Mechanical Engineering, Permanent Way Engineering and other connected subjects which have a bearing on sabotage. Further it was decided that the details regarding capitation fees etc. should be settled by the Railway Board in consultation with the concerned State Governments.

4.92. In pursuance of this, the Principal, R.P.F. Training College Lucknow was directed to prepare a syllabus for training of both the officers as well as the Constables of the G.R.P. Accordingly, the syllabus was prepared in the month of May, 1972.

4.93. The matter is now under correspondence with the Northern Railway who has been requested to furnish details regarding the cost of training etc. as also comments on the syllabus drawn up by the principal.

4.94. Similar training is already being imparted to the R.P.F. personnel of all ranks by the Zonal Railways in their Training Schools. Their syllabus includes, *inter alia*, the application of the various Sections of the Indian Penal Code and Criminal Procedure

Code etc. for which trained Law instructors are provided in the respective training Schools.

4.95. Officers of Asstt. Security Officer's rank are sent for a six month course of training at the Police Training College, Moradabad, U.P. Similarly, opportunities are also availed of to train R.P.F. officers at Police Institutions like the Central School of Weapons and Tactics, Indore, the Jungle Warfare School, Hazaribagh, P.A.C. Armed Training Centre, Sitapur, U.P., E.M.E. Centre Bhopal and Secunderabad for armourers Training and Army School of Physical Training, Poona.

4.96. The Committee enquired about the steps taken to impart knowledge about the provisions of the Indian Penal Code, the Railway Protection Force Act, etc. to the members of the R.P.F. with a view to ensure that there is no misuse of powers or conflict between the State Police and the R.P.F. in regard to their respective duties and powers. In a note, the Ministry have stated that the members of the Railway Protection Force viz., Rakshaks, Senior Rakshaks, Head Rakshaks, Asstt. Sub-Inspectors, Sub-Inspectors and Inspectors are required to undergo training in the initial courses, promotion courses and Refresher courses, during their service, organised in the R.P.F. Training Schools on each Railway. The syllabi of these courses provide for imparting training in certain specified sections of I.P.C., Cr.P.C., Evidence Act, R.P.(U) P. Act, Arms Act, Indian Railways Act and the Telegraph Wires (Unlawful) Possession Act. In addition detailed instructions are also given on the R.P.F. Act, Rules, and Regulations.

4.97. The relevant sections of law covered by these Acts give the members of the Force the required knowledge to perform their duties, both in respect of their responsibilities pertaining to railway property as well as their duties in relation to Police and other Railway Deptts.

4.98. Every member of the Force thus has the requisite legal background which helps him to ensure that there is no misuse of his powers or occasions for conflict with the State Police or other Railway Deptts.

4.99. The Committee note that it is proposed to provide systematic training in the working of Railways to Government Railway Police personnel in the Railway Protection Force Training College, Lucknow. They would like the syllabi and other details of the scheme to be finalised quickly. The Committee need hardly

stress that the syllabus should be such as to inculcate in the trainees a sense of social purpose, an awareness of the importance protection of property, the import of the Directive Principles of State Policy etc., etc.

4.100. In order to ensure further cooperation between the two organisations and for a better understanding of each other's role, particularly at lower levels, the Railways may consider the feasibility of holding joint training camps or refresher courses for the Government Railway Police and Railway Protection Force at periodical intervals on all Zonal Railways. Such courses may be organised by the Zonal Training Schools which impart training to R.P.F. personnel.

## CHAPTER V

### COMPENSATION CLAIMS

#### A. No. and value of claims paid and measures taken

5.1. It has been stated that the enhanced liability of the Railways as a common carrier along with other factors, such as continuous rise in prices and the worsening of the general law and order situation in various parts of the country in the recent years has involved the railway administration in payment of large sums of money as compensation.

5.2. The amount of compensation paid during the last four years was as follows:—

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	(In crores of rupees)
1968-69	10.30
1969-70	11.23
1970-71	12.22
1971-72 (Est.)	12.68

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This amounts to paying back less than two per cent of the freight earned by carriage of goods and parcels (in 1970-71). 21 per cent of the total compensation paid is on grains and pulses, 9.2 per cent on sugar and jaggery, 3.7 per cent on tea, 2.6 per cent on spices and 6.7 per cent on perishables.

5.3. The Committee called for Zone-wise figures of (i) the gross amount of compensation paid during 1971-72 and (ii) the amount

of compensation paid on account of loss, thefts and pilferage (separately) during that year. The Ministry have accordingly furnished the following information:

(Rs. in lakhs)

Railways	Gross amount of compensation paid	**Amount of compensation paid on account of			
		Loss of complete packages/ consignments.	Theft of complete packages/ consignments.	Pilferage	Total
1	2	3	4	5	6
Central . . . . .	122.66	38.61	1.33	46.99	86.93
Eastern . . . . .	288.76	60.59	4.35	173.49	238.43
Northern . . . . .	174.21	84.14	0.80	31.02	115.96
North-Eastern	67.38	19.54	0.33	38.25	58.12
Northeast-Frontier .	136.82	23.29	0.01	91.90	115.20
Southern . . . . .	122.31	33.35	0.30	35.66	69.31
South Central	67.75	24.78	0.23	22.23	47.24
South Eastern	148.05	30.30	0.67	86.20	117.17
Western	140.46	63.95	0.11	41.41	105.47
TOTAL . . . . .	1,268.40	378.55	8.13	567.15	953.83

5.4. The Committee called for the following information, Zone-wise and Division-wise for each of the last three years:—

- (i) No. of claims received and the amount involved.
- (ii) No. of claims found to be bogus/fraudulent and the amount involved;
- (iii) No. of claims cases admitted by the Railways and the amount involved;
- (iv) No. of claims rejected and the amount involved together with a broad break-up of the reasons for rejection.

\*\*Of the total amount of claims paid shown under 'loss of complete packages or consignments', a considerable portion is on account of unlocalised thefts and pilferage. Hence the amount of compensation paid on account of loss of complete packages or consignments has been added to the figures of thefts and pilferage.

5.5 The Ministry have stated that Railways are not required to maintain figures Division-wise. Zone-wise figures are as follows:—

Railways		No. of claims preferred	Amount involved in claims as specified by claimants (Rs. in lakhs)	No. of claims admitted	Amount involved (Rs. in lakhs)
1	2	3	4	5	6
Central	1969-70	85,400	533.78	60,720	131.62
	1970-71	84,876	561.94	56,419	140.15
	1971-72	86,213	568.04	46,192	122.66
Eastern	1969-70	1,22,311	828.07	68,628	237.75
	1970-71	1,28,822	1,130.27	65,205	268.13
	1971-72	1,46,949	2,114.47	59,236	288.76
Northern	1969-70	1,14,315	796.60	61,720	166.43
	1970-71	1,09,053	722.00	61,895	172.19
	1971-72	1,11,972	928.68	56,653	174.21
North-Eastern	1969-70	48,426	315.31	35,328	69.15
	1970-71	47,289	534.51	28,150	55.67
	1971-72	47,311	896.99	28,055	67.38
Northeast Frontier	1969-70	35,787	392.73	17,252	99.16
	1970-71	38,583	589.84	18,890	115.60
	1971-72	45,190	1,126.62	17,444	136.82
Southern	1969-70	76,019	486.23	37,596	121.09
	1970-71	79,172	606.79	38,023	133.95
	1971-72	75,665	570.23	32,371	122.31
South Central	1969-70	49,128	396.32	28,015	75.54
	1970-71	47,869	317.16	28,673	80.28
	1971-72	42,800	354.16	23,14	67.75

1	2	3	4	5	6
South Eastern	1969-70	76,451	686.74	33,118	92.79
	1970-71	70,824	781.63	33,991	113.85
	1971-72	81,051	819.97	37,923	148.05
Western	1969-70	93,432	460.95	71,956	130.22
	1970-71	87,424	418.37	67,931	142.78
	1971-72	81,700	431.34	63,723	140.46
TOTAL ALL RAILWAYS	1969-70	7,01,269	4,896.73	4,14,333	1,123.75
	1970-71	6,93,912	5,662.51	3,99,177	1,222.61
	1971-72	7,16,851	7,810.50	3,64,741	1,268.40

5.6. In regard to item (ii) above, it has been stated that claims lodged with the Railways are paid or repudiated on merits and under extant legal provisions. Many claims are found to be admissible for a smaller amount than that claimed but this does not necessarily mean that a deliberate attempt has been made to cheat the Railway. Likewise some claims are rejected because wrong booking particulars are given by the claimant; as this can happen through an inadvertant error, such claims also cannot be clearly classified as bogus or fraudulent. It is, therefore, not feasible to provide the information asked for.

5.7. The table below gives, zone-wise, the number of claims rejected during the last 2 years. Statistics of the amounts involved are not maintained by the Railways.

Railways	No. of claims rejected	
	1970-71	1971-72
Central	17,272	27,247
Eastern	N.A.	49,935
Northern	N.A.	34,991
North Eastern	8,286	12,074
Northeast Frontier	12,636	13,871



1	2	3
Southern	33,007	35,357
South Central	10,435	9,419
South Eastern	26,273	33,844
Western	20,611	16,960

5.8. As for the reasons for rejection of claims, the Ministry have informed the Committee that claims are generally repudiated by the Railways on account of—

- (1) Claims not having been preferred in time and thereby becoming time-barred.
- (2) Defective title of the claimant.
- (3) Requisite packing conditions not having been complied with.
- (4) Qualifying remarks on the original Railway Receipt such as loading not supervised by Railway staff, number of packages not counted, weightment not witnessed by Railway staff etc.
- (5) Non-declaration in advance of booking of the inclusion of excepted articles and the non-payment of the requisite surcharge.
- (6) Claims falling under Section 73 of the Indian Railways Act (i.e. claims arising out of an—
  - (a) act of God,
  - (b) act of war,
  - (c) act of public enemies,
  - (d) arrest, restraint or seizure under legal process,
  - (e) orders or restrictions imposed by Central Government or State Government,
- (f) act of omission or negligence of the consignor or consignee,

- (g) natural deterioration or wastage due to inherent defect, quality or vice of the goods,
  - (h) latent defects,
  - (i) fire, explosion or any unforeseen risk with no negligence or misconduct on the part of the Railway Administration.
- (7) Claims falling under Section 78 of the Indian Railways Act.

5.9. The Committee pointed out that while the number of claims admitted had come down from 4.14 lakhs in 1969-70 to 3.99 lakhs in 1970-71 and 3.64 lakhs in 1971-72, the amount paid had increased from 11.23 crores in 1969-70 to Rs. 12.22 crores in 1970-71 and Rs. 12.68 crores in 1971-72. They enquired if the reasons for the increase in the amount paid as compensation during the last two years had been examined. The Ministry have replied that the increase in claims bill during the last two years has been mainly due to increase in the price level leading to more amount per claim. The claims bill has increased mainly on South-Eastern, Eastern and Northeast Frontier Railways which is a reflection on the general law and order situation obtaining on the Eastern Sector. Articles of human consumption like foodgrains, pulses, sugar, oilseeds, vegetable oils, piece goods, tea have largely contributed to the increase in claims bill.

5.10. The Committee enquired how watch was kept over the incidence of compensation claims arising out of shortages, damages, pilferages, thefts etc. at Divisional, Zonal and Railway Board levels and how the Railways ensured that bogus and fraudulent claims were not entertained. In a note on the subject, the Ministry have stated that a Claims Prevention Organisation under the Chief Commercial Superintendents exists on all the Zonal Railways. This organisation is, *inter alia*, entrusted with the task of—

- (i) keeping a close watch on the incidence of claims;
- (ii) making a detailed study of the cause-wise and commodity-wise statistics of claims;
- (iii) analysing the main streams of traffic giving rise to claims;
- (iv) localising the vulnerable spots where thefts and pilferages of booked consignments take place;

- (v) suggesting remedial measures to bring down the incidence of claims and following up the implementation of these measures.

5.11. The Claims Prevention Organisation works in close collaboration with the Security Branch in tackling the incidence of criminal interference. The Chief Commercial Superintendent and the Traffic Superintendent (Claims Prevention) meet the Chief Security Officer of the Railway every month and discuss all aspects covering law and order, which give rise to claims. The recommendations of this Committee are also discussed by the General Managers in their periodical meeting with Heads of Departments. The Railways also maintain close collaboration with the State Governments and periodically discuss and draw out measures for curbing the incidence of crimes on the Railways. Staff representatives are also associated during these discussions.

5.12. The Divisional Superintendents, take follow-up action on the various preventive measures advised by the Claims Prevention Organisation at the Headquarters. Divisional Officers during their inspections also check up on the observance of these instructions. The Divisional Superintendent, the Divisional Commercial Superintendent and the Divisional Security Officer meet every month and discuss steps required to eliminate the causes leading to criminal interference of booked consignments. The Divisional Security Officers also send daily statistics of the incidence of crime to the Zonal Headquarters and the Railway Board. These reports are thoroughly scrutinised by the Zonal Railways and Railway Board and appropriate remedial action is taken.

5.13. Cause-wise and commodity-wise claims statistics are furnished by the Zonal Railways to the Railway Board. The Railways also send monthly reports on the claims prevention activities as well as reports on any special studies conducted by them.

5.14. Claims are settled by the Railways after careful scrutiny and on merits under the existing legal provisions. The title of the claimant and the genuineness of the booking documents are, *inter alia* some of the factors which are carefully checked before claims are entertained.

5.15. The Committee enquired if the places where the amount of compensation paid exceed Rs. 5 lakhs had been identified and if so, whether the reasons for heavy incidence of claims in these places had been analysed. The Ministry have informed them that claims are settled by the destination railway irrespective of whether the

cause for claim has arisen on that railway or at any of the intermediate railways through which a consignment may have passed. The traffic terminating at a particular station is booked from several originating points and may traverse *via* different routes over a number of railways. The cause for claim in respect of a consignment booked to a particular destination may, therefore, arise at any of the originating points or over any of the intermediate Railways. Railways, therefore, do not maintain statistics of the amount of compensation paid destination station-wise. Claims are however, analysed in terms of commodities, causes and streams of traffic in order to organise preventive action. Such studies in respect of foodgrains, iron and steel, coal, sugar and other vulnerable commodities have been made.

5.16. During evidence, the Committee enquired about the break-up of the total claims bill of the Railways during 1971-72. The representative of the Ministry stated that of the total claims of the order of Rs. 12.68 crores paid by the Railways during 1971-72, an amount of Rs. 5.75 crores was on account of thefts and pilferages. The balance of Rs. 6.93 crores was attributable to the following:—

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	(Rs in crores)
Loss of complete packages	3.78
Damage by wet . . . . .	1.52
Delay in transit . . . . .	0.18
Breakage . . . . .	0.09
Leakage . . . . .	0.20
Other causes . . . . .	1.16
TOTAL	6.93

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5.17. The Committee enquired about the steps taken to ensure safer handling of goods so as to avoid the losses. The representative of the Ministry stated that the losses of complete packages included losses due to unidentified thefts and shortages from seal intact wagons which indicated either short loading at the starting station or the seal having been broken and a false seal being put up at intermediate stations or some mix up at the station where the goods were actually received and the goods clerk notified the shortage. He added that losses also occurred due to mis-despatch or wrong delivery or the consignment becoming unconnected.

5.18. With regard to damage by wet, the witness stated that this occurred due to water getting inside wagons through the door crevices or small holes punched by miscreants while the wagons were on the run. Such damage also occurred during the monsoon season when defective wagons were back-loaded by the station without repairs "due to carelessness". Damage also took place to consignments while the goods were lying on the platform either uncovered or unlocked. Special monsoon precautions were taken during the rainy season such as employing extra staff for making the wagons watertight and providing tarpaulins. Dunnage was also provided to protect the flap doors so that water could not peep in through the crevices while small holes were plugged with cement and grease.

5.19. The witness further stated that loss of complete packages also occurred due to fraudulent diversion. There had been an increasing incidence of such cases in recent months. The labels given at the starting stations were changed while the wagons were on the run and false labels showing a wrong and totally different destination were put on with the result that the yard staff on the run sent the wagons to the destination shown on the false labels. It had also been found that people produced either forged receipts or bogus receipts and took delivery with or without the collusion of the railway staff with the result that claims were put in by the original consignee for non-receipt of goods.

5.20. Indicating the steps taken, the representative of the Ministry stated that the Railways had taken in right earnest necessary action to bring down the figures of compensation. A special drive had been launched to improve the conditions of wagons and also for repairing the damaged wagons. Necessary steps had been taken to see that wagons with panel cuts or panel corrosion with body holes and openings should not be loaded with damageable and valuable commodities. They had also identified certain sensitive commodities which were prone to excessive pilferage and thefts. Trains carrying such commodities in bulk loads were being run from Moghulsarat and Garhara and were escorted by armed guards. This had a salutary effect and the shortage per bogie had come down considerably.

5.21. Another step taken was that special officers had been appointed at the delivery points in Calcutta area to watch the unloading from the wagons so that the condition of the consignment could be carefully recorded.

5.22. In regard to iron and steel wagons loaded from the Steel Plants, a cell had been opened in Calcutta to keep particulars of every wagon loaded with such material to whatever part of the country it may be going. If the Railways in whose jurisdiction the wagons were moving found that the wagons were unconnected, they made reference to the cell on the South Eastern Railway and reconnection of such wagons became easier. In order to minimise the incidence of thefts of iron and steel materials, the Railways were arranging with the Steel Plants to help them in running the maximum number of block loads and to a certain extent they had been successful.

5.23. The representative of the Ministry stated that the Railways were also trying to improve the documentation. It was proposed to supply typewriters in about 12 or 13 colliery base depots so that the vehicle guidance could be typed correctly and wagons reaching wrong destination avoided. Rubber stamps were also being supplied for printing the station names on the labels.

5.24. Another step taken in recent months was that the existing procedures were being checked up to see whether the commercial staff were observing them. For example, in cases where the goods staff were not in a position to count physically the number of bags loaded in the wagons they were being asked to ensure that clear railway receipts are not issued. The transshipment staff were also required to take special care to transfer the dunnage bags from one wagon to another. Claims on account of pilferage near the flap doors were repudiated in case dunnage was not provided by the sender and necessary remarks were entered in the railway receipts. The condition of the wagons and the consignments would be checked at important inter-change points and transshipment points with a view to localise panel-cutting and pilferages.

5.25. The representatives of the Ministry further stated that patrolling by armed and unarmed staff was being done in notorious sections. Armed pickets had also been stationed at black spots. To the extent possible, night goods trains were escorted in vulnerable sections by armed RPF personnel.

5.26. The Committee enquired about the specific steps taken by the Railways to eliminate the chances of corruption both at the time of booking of goods and their delivery. The representative of the Ministry stated that so far as booking of goods was concerned, increasing supervision over the booking staff was being done with a view to see whether the packing, marking and labelling etc. was

correctly done and whether the procedures which had been laid down over the years were being correctly observed. At the delivery point, surprise checks were also made to see whether the prescribed procedures were being observed and deficiency messages were being correctly recorded or not. Wherever it was found that the number of deficiency messages at a particular station or in a particular area was more, it could be suspected that there was collusion between the despatching station and the consigning station and necessary action could be taken accordingly.

5.27. To a question if they were satisfied with the various measures taken in recent months, the witness replied "our success is very limited". The number of claims registered on all the Railways during the period April, to September, 1971 was 3,61,000 whereas during the corresponding period of 1972 the figure was 3,66,000 i.e. an increase of 5,000. The amount paid in 1971 (April—September, 1971) was Rs. 6.53 crores whereas in 1972 (April—September) it was Rs. 6.58 crores, which was indicative of the results achieved. He added "In the last one year, a very determined effort has been made to find out the loopholes and where the thefts are occurring. We are doing our best to remedy the situation.

5.28. The Committee enquired why it was not possible for the Railways to furnish names of places or areas where the amount of compensation paid exceeded Rs. 5 lakhs during a year. The representative of the Ministry stated that under the extant system, the claim arose at the station at which the transit of a particular commodity terminated. The destination station was not always responsible for such claims and in fact in a very large number of cases, the consignment had travelled across different railways and across greater part of the country. In actual fact it had been found that 80 per cent of the claims were not arising locally. Therefore, the Railways were not required to keep statistics of stations where claims paid exceeded Rs. 5 lakhs but only to keep the figures commodity-wise, cause-wise etc. He added, "the utility of keeping this statistics will not be to that extent". The greater the amount of handling, the more will be the claims and particularly on long distance traffic. In my opinion this idea will not give us the return which we expect.

5.29. The Committee enquired how in that case the Railways bearing the actual incidence of thefts were identified and their responsibility fixed therefor. The representative of the Ministry stated that keeping in view the convenience of the administration as well as the trading community, it had been provided that the claim should be preferred and entertained at the station where the transit termi-

nated. Enquiries were made as to how the claims arose and the amount of claim paid by the destination Railway was not always the amount attributable to that Railway.

5.30. Referring to the studies stated to have been made in regard to compensation claims regarding foodgrains, steel, coal, sugar and other vulnerable commodities, the Committee enquired what the findings of these studies were and that follow-up action had been taken in regard thereto. The Ministry have in a note on the subject stated that these studies have brought out the following points:—

#### A. FOODGRAINS:

1. The main reason for payment of claims on foodgrains are thefts, pilferages, losses of packages and damage by wet.
2. The bags at the time of loading were not being counted properly.
3. Wagons with panel cuts were being supplied for loading.
4. There was inadequate supervision at time of loading| transshipment with the result the bags were getting damaged.
5. Foodgrain spilled out was not being put back into wagons at time of transshipment.
6. When foodgrains were moving in open wagons, tarpaulins were not being provided or were getting disturbed en-route.
7. Dunnage was either not provided or dunnage bags of proper size were not provided.

#### B. SUGAR

1. The main causes for payment of claims on sugar were thefts and pilferages and damage by wet.
2. The condition of the consignment and the bags at the time of loading was not being noted.
3. Siding Clerks were not supervising the loading of sugar bags in the sidings.
4. Sometimes, fit wagons were not supplied for loading.
5. Dunnage in some cases was not being provided.



6. There was inadequate supervision at the time of loading/ transhipment with the result that bags were getting torn.
7. Exaggerated DD messages were being issued for shortages.

### C. COAL.

5.31. The main reasons for payment of claims on coal was due to non-receipt of full wagon-loads at destination either due to their interception or due to their getting unconnected.

5.32. Coal wagons get unconnected or mis-despatched due to—

1. Incomplete and indistinct preparation of wagon labels.
2. Full particulars not being recorded on the wagon labels.
3. Non-preparation of card labels with blue pencils.
4. Use of sutli instead of tape in tying the wagon labels.
5. Prescribed number of bracket and tie-on labels not being provided.
6. Indistinct and illegible preparation of vehicle guidances.
7. Delay in issue of Railway Receipts causing difficulty in linking the consignment at destination.

### D. IRON AND STEEL.

1. The main causes for payment of claims on Iron and Steel are thefts and pilferages.
2. Commodities like pig iron etc. are moving in opens.
3. Proper making and labelling of the consignments is not done.
4. The transhipment of Iron and Steel consignment is not properly supervised.
5. Proper care is not exercised at time of weighment on the weighbridge.

5.33. The Committee enquired about the difficulties in keeping Division-wise statistics of claims and how in the absence of such statistics the Railways kept a watch on the incidence of claims in a particular Division. In a note in this regard, the Ministry have

stated that a Claims Office is divided into different settlement sections on the basis of work load. Each section is placed in the charge of an Assistant Officer. These sections deal with claims arising at specified destination stations. Generally, a section corresponds to the boundary of a Division. Some Railways, therefore, do maintain statistics of claims received and settled Division-wise for internal control. Where the jurisdiction of a claims settlement section is not co-terminus with a Division, additional work will be involved in sorting out cases destination-wise for preparing Division-wise statistics. The question of computerisation of claims statistics is under consideration. Division-wise figures will be maintained by all Railways as soon as computerisation is done.

5.34. It is necessary to know the specific flows of traffic on which claims arise in order to plan and direct claim prevention action. Mere compilation of Division-wise statistics, will not be helpful. The destination stations from which such studies should start are well known to the Railway.

5.35 In this connection, the Expert Committee on Compensation Claims had observed as under:

“My opinion is that the railway administration as a limb of the Government of India, and as the largest public undertaking in the country should conform to the highest standards of business morality and should admit all just and valid claims. I have no objection, if technical pleas are also taken when claims are otherwise fit for repudiation on merits. But it does not serve the larger interests of the administration, not even in its capacity as a commercial concern, to take the help of technical pleas to defeat rightful claims. The Railways are now facing keen competition from road transport and if they are serious about promotion of their sales, they can ill afford to displease their customers by legal quibblings.”

“It should be remembered that to repudiate a claim which is fit for payment or to pay less than the amount due under the law, is not claim prevention; it is only harassment of the public which must have undesirable repercussions sooner or later.

5.36. Till 1962, the liability of the Indian Railways for loss, damage etc. of goods in transit was that of a mere bailee under the Indian Contract Act. With the enactment of the Indian Railways (Amendment) Act, 1961, Railways assumed much greater responsibility as

common carriers, holding themselves liable for loss, destruction, damage or deterioration of goods in transit arising from any cause except those specified in the Indian Railways Act.

5.37. The Committee enquired during evidence whether the increase in the number of compensation claims could also be attributed partly to the fact that the railways had now assumed the responsibility of a common carrier. The representative of the Ministry replied:

“I would not connect it with the assumption of common carrier liability because, as I mentioned, the volume of traffic has gone up. The price of commodities has gone up. The price per claim has gone up and also the carelessness in dealing with claims and the general law and order situation in the country has deteriorated. I would not be able to say and I would not accept it also that because of the assumption of common carrier liability, that claims are going up. We have taken precautions since we assumed common carrier liability. I would not entirely connect it with that.”

5.38. The Expert Committee on Compensation Claims had in this regard observed as under:—

“Normally one would expect that after assumption of common carrier liability railways would be admitting a larger proportion of the claims, but statistics do not show that this is so.”

5.39. The Committee note that while the total number of claims preferred has gone up from 7.01 lakhs in 1969-70 to 7.16 lakhs in 1971-72, the number of claims admitted by the Railways has come down from 4.14 lakhs in 1969-70 to 3.84 lakhs in 1971-72. Thus the percentage of number of claims rejected has increased from 40 in 1969-70 to 49 in 1971-72. While the Committee would like the Railways to conduct searching investigations into the claims preferred and reject those which are bogus or untenable, they would, at the same time, desire that all genuine claims are admitted irrespective of the amount involved. There is a feeling that Zonal Railways in their zeal to reduce the incidence of compensation claims repudiate claims on mere technical grounds even though they may be genuine.

5.40. The Committee would like the Ministry to examine the reasons for the heavy incidence of rejection of claims to ensure that the rejections are justified and have been done for sound reasons. The

Committee cannot stress too strongly that the Railways, as a carrier, are duty-bound to give maximum satisfaction to their customers and ensure that genuine claims are admitted and paid expeditiously.

5.41. The Committee regret to note that during the last two years articles of human consumption like foodgrains, pulses, sugar, oil-seeds, vegetable oil, piece goods and tea have largely contributed to the increase in claims bill. It is evident that apart from payment of claims on the high-rated commodities, the Railways lose the customers of these commodities which are increasingly diverted to road transport on account of thefts and pilferages. The Committee stress that the Railways should concentrate their efforts on the prevention of thefts and pilferages of high-rated articles where the incidence of claims is high.

5.42. The Committee consider that it is not only necessary for the Railways to know the "specific flows of traffic" (c.f. Para 5.34) on which claims arise but also to locate the areas within a Division where the incidence of claims is heavy so as to ascertain the precise causes thereof and take effective remedial measures as also to find out particularly if bogus claims are being entertained with the connivance or collusion of Railway staff.

5.43. The Committee note in this connection that the question of computerisation of claims statistics is under consideration and that this would enable the Railways to maintain Division-wise statistics. The Committee have no doubt that the Railways would determine the parameters before introducing computerisation of claims statistics so as to get meaningful data which would enable them to take suitable remedial measures.

5.44. The Committee further suggest that instructions may be issued to the Railway administrations to indicate in their annual Reports the places where claims paid exceed Rs. 10 lakhs a year and the steps taken to tackle the problem in such places for the information of Parliament and the public.

## **B. Settlement of Claims**

### *(a) Decentralisation of Powers*

5.45. The Committee enquired what the existing powers of the various officers regarding settlement of claims were and when the question of decentralisation of these powers was last considered and with what results. In a note on the subject, the Ministry have stated

that the existing powers of the various officers regarding settlement of claims for compensation are as under:—

Assistant Commercial Officer . . . . .	Upto Rs. 1,000/-
Senior Commercial Officer . . . . .	Upto Rs. 2,000/-
Dy. Chief Commercial Superintendent . . . . .	Upto Rs. 5,000/-
Chief Commercial Superintendent . . . . .	Upto Rs. 10,000/-
General Manager . . . . .	Over Rs. 10,000/-

5.46. Claims for compensation valued upto Rs. 100 are also settled by Station Masters of selected important stations and by Claims Inspectors.

5.47. The question of liberalisation of powers for settling claims was last considered in October, 1970, on the basis of the recommendation made by the 'One-man Expert Committee on Compensation Claims'. There was till then, no uniformity in the powers delegated to officers of different ranks on the Zonal Railways. As a result of the review made in October, 1970, powers to settle claims were liberalised and made uniform on all the Railways, as indicated above.

5.48. The Food Corporation of India have stated in their memorandum to the Committee that "organisationally the claims machinery with the Railways has not expanded commensurate with the increase in the workload. Therefore, it has been the experience of this Corporation that the claims offices of the major railways such as the Eastern and South-Eastern feel overburdened with the work. This leads to rejection of claims without proper scrutiny and resistance in reviewing the claims so rejected, when the matter is protested by the customers. It is, therefore, necessary that the claims offices are strengthened adequately."

5.49. The Committee enquired about the steps, if any taken to streamline the machinery for settlement of claims on these Railways. The Ministry have in a note stated that "as on other Railways, claims are paid or repudiated by Eastern and South Eastern Railways on merits and under prescribed legal provisions. These Railways have recently reorganised the working of various sections dealing with claims and have also taken special measures to watch the disposal of old cases. The reorganisation carried out by the Eastern Railway was based on a work study of its Claims Office.

5.50. The Committee called for a further factual note on the subject indicating the measures taken and results achieved since the time of such reorganisation. The Ministry have informed them that there has been some readjustment in the working of the various claim dealing sections on the Eastern and South-Eastern Railways. There has, however, been no increase in the strength of claims offices of these two Railways due to ban on recruitment.

5.51. The work-load in the claim settlement sections of these two Railways has increased considerably as is evident from the figures of new claims lodged given below:

Railway	Number of claims lodged		% Increase
	1970-71	1971-72	
Eastern .	1,39,907	1,56,774	13%
South Eastern . . . . .	74,388	84,735	14%

5.52. Despite increase in work-load and without corresponding increase in staff, the two Railways have settled more claims as is evident from the figures given below:

Railway	Number of claims settled	
	1970-71	1971-72
Eastern .	1,37,864	1,50,993
South Eastern	72,042	80,574

5.53. During evidence the Committee enquired about the steps taken to expedite settlement of claims cases. The representative of the Ministry stated that 80 per cent of the claims were petty claims of the value of Rs. 500 and less, 10 per cent were between Rs. 500 and Rs. 1000 while the remaining 10 per cent would be above that amount. In regard to petty claims, the Railways did not make any elaborate enquiries and the amount was paid straightway to satisfy the claimant. However, in regard to claims of the value of Rs. 5,000 and above there was a system of elaborate enquiries and documentation. Spot checks were carried out to see if the cases had

been handled properly and whether there was any attempt to pay more claims amount than due. In cases where it was noticed that the performance of the advocate engaged by the Railways was not satisfactory and the decisions of the Railways were being repudiated consistently over a period, it was taken as indicative collusion between the claimant and the advocate and the services of the advocate concerned were dispensed with.

5.54. The Committee further enquired why no powers for settlement of claims had been given to the Divisional Superintendent and whether such delegation would not lead to quicker settlement of claims. The representative of the Ministry stated that they had already decentralised the settlement of claims to some extent. Additional powers had been delegated to the Commercial Officers of the Divisions who could settle cases involving a sum of upto Rs. 1,000 and such cases need not be in respect only of claims arising on local traffic and terminating at the Headquarters station of the Division. He was competent to deal such cases if they arose within the Zonal Railway. The Division was a very small unit and it had been found that 80 per cent of the claims did not arise locally.

5.55. In this connection, the Expert Committee on Compensation Claims had observed as under:—

“After an exhaustive study of the problem of claims, I have come to the conclusion that the present difficulties arise not because there is over-centralisation but because the Commercial department of Railways is very weak. In the circumstances mere decentralisation of claims work will only transfer the problems from Claims Offices to Divisions without effecting any genuine improvement. What the Railways need is a strong and efficient Commercial Organisation at stations, on the Divisions and in Claims Offices so that both prevention and settlement of claims may receive due attention.”

5.56. M/s. Hindustan Steel Limited have in their memorandum the Committee pointed out that—

“Area Superintendents are generally preoccupied inoperational matters and hence, commercial problems like claims have invariably to be referred to their Head Offices, which results in delay. It is suggested that a Commercial Officer may be posted alongwith the Area Supdt. to look after the commercial matters of the Steel Plants. He may also

be delegated suitable powers for settling claims upto a fixed value. Even decentralisation of the claims procedure at the Divisional level instead of at Head Office only as at present, may be desirable. If decentralisation of claims as suggested above is effected, the Head Office will be able to co-ordinate better and can effectively look into the complaints regarding non-settlement of claims by the Division."

5.57. The Committee enquired during evidence whether the Railways had considered the feasibility of the proposal. The representative of the Ministry stated that the Area Officers posted in the Steel Plants looked after some Commercial work but they did not settle claims. The Railway Board had not considered any proposal for posting of a claims officer at each steel plant. He added that this in a way amounted to decentralisation of claims work about which he had clarified the position earlier.

5.58. The Committee note that the Railway Board have taken steps to delegate additional powers to the various officers regarding settlement of claims which are now uniform on all Railways. The Committee need hardly stress that mere delegation of powers would not be of help unless steps are simultaneously taken to streamline the functioning of the Claims Offices and Commercial Organisations of the Railways at all levels. The Committee recommend that each Railway should utilise the services of its efficiency cell to streamline the procedures for settlement of claims. Continuous watch should also be kept over the time taken and expenditure incurred in settlement of claims by each Railway. The Committee further suggest that the Railways should also benefit from the experience of the other organisations in the country which deal with the settlement of claims, to find out to what extent the procedures followed by them could be applied on the Railways. It would also be of help if the procedures in the settlement of claims followed in foreign countries are also studied to improve the working of the claims organisations on the Railways.

*(b) Time taken in Settlement of Claims*

5.59. The Committee enquired about the average time taken in settlement of claims (Zone-wise) during each of the last 3 years and the steps taken to streamline the procedure with a view to ensure



that there were no avoidable delays in disposal and settlement of such cases.

The information furnished by the Ministry is tabulated below:—

Railways	Average time taken in settlement of claims		
	1969-70	1970-71	1971-72
Central . . . . .	31	30	35
Eastern	57	56	63
Northern . . . . .	36	44	46
North Eastern	29	37	72
Northeast Frontier . . . . .	43	41	37
Southern . . . . .	32	27	27
South Central . . . . .	32	28	29
South Eastern . . . . .	36	48	56
Western . . . . .	31	32	30

\*Provisional

5.60. The Committee called for the number of claims pending for (i) three months, (ii) six months, (iii) one year and (iv) more than one year for each of the last 3 years (Zone-wise) *vis-a-vis* the total number of such cases pending as at the end of each relevant year.

The statement furnished by the Ministry is given in Appendix XI.

5.61. Some of the steps taken to ensure quick disposal of claims are detailed below:—

- (i) Proforma for preferment of claims has been drawn up and advised to the trade to ensure submission of all necessary documents essential for settlement of the claim.
- (ii) As a result of work studies of several claims offices, delays in registration and disposal of claims have been localised and remedial action taken.
- (iii) The procedure for claims settlement has been simplified and streamlined.
- (iv) The powers delegated to claims settlement officers have been liberalized.

- (v) Station Masters and Claims Inspectors have been authorised to settle petty claims upto Rs. 100/-.
- (vi) Mobile claims offices visit certain important stations in order to settle claims expeditiously on spot.

5.62. The Committee called for statistics regarding claims involving more than one Railway preferred during the last 3 years and the average time taken for disposal of such cases. The Ministry have replied that "Statistics of the number of claims involving more than one Railway preferred during a year and the average time taken for settlement of the same are not maintained on all the Railways.

5.63. The Committee enquired whether necessary action to settle a claim was initiated only on receipt of a claim or as and when shortages were detected or thefts pilferage etc., reported to Railway authorities. The Ministry have stated that "Railways make enquiries as soon as reports about pilferages, thefts etc. likely to result in heavy claims, are received. The stations detecting damage, shortage, pilferage etc., send a message called "Damage and Deficiency Message". Destination stations also send 'Missing Goods Report' which describes the state of the consignment at the time of delivery. These messages and reports are scrutinised by the Claims Offices and where necessary, enquiries are instituted. These steps, taken in advance, ultimately help in expeditious and correct disposal of the claim. However, a claim can only be settled after it has been lodged.

5.64. It has been represented to the Committee that the stipulation regarding the period within which pilferage/theft/damages or complete loss should be reported and claim preferred in respect thereof should be relaxed in as much as there is no corresponding stipulation enjoining the Railways to settle claims within a specific period. The Committee enquired if the question of fixing a time-limit for settlement of claims cases or in the alternative, relaxing the stipulation for preferring claims been considered. The Ministry have, in a note stated that according to Indian Railways Act, Claims must be preferred within 6 months of the date of booking. This time limit is practical and necessary on the following considerations:

- (1) The consignee should be able to serve a notice as soon as a consignment has been delivered to him in damaged or pilfered condition. He is not required to make any further enquiry for the purpose. If a consignment is not at all received within a period of say one or two months, there is no reason why he should remain silent thereafter

Instructions already provide that a mere enquiry made regarding whereabouts of a consignment is an adequate notice. The actual amount claimed may be furnished even after six months.

- (2) If the Railway Administration does not receive any notice of claim within 6 months, it becomes too late for them to initiate enquiry. A reasonable time limit for informing the railway administration that consignment has not been received is, therefore, necessary in public interest.

5.65. While a consignee is merely to write a letter to the Railway, the latter has to make elaborate enquiries regarding title of claimant, cause of damage/loss, quantum of compensation, booking, delivery etc. to prevent fraudulent claims and determine correct amount payable to the rightful owner. Though, by and large, claims are settled within 6 months (small claims even within a period of one month), some claims involving heavy amounts, police enquiries, fraudulent deliveries/diversions, fire accidents etc. take longer time to settle. Hence, no statutory limit can be laid down within which every claim must be settled. The Railways are taking all possible steps to settle claims expeditiously.

5.66. The Committee find that there has been a marked deterioration in the average time taken in settlement of claims during the last 3 years on the Central, Eastern, Northern, North Eastern and South Eastern Railways. They enquired the Railway Board had analysed the reasons for the adverse trend and if so, what steps had been taken to expedite settlement of claims cases on these Railways. The Committee further enquired about the reasons for sharp deterioration in the performance of North-Eastern Railway in this regard (the average time taken during the last 3 years viz., 1969-70, 1970-71 and 1971-72 being 29, 37 and 72 days respectively). The Ministry have informed them that one of the reasons for more time taken in disposal of claims is that although the number of claims has increased (from 4.76 lakhs in 1961-62 to 7.17 lakhs in 1971-72), the number of dealing staff and officers could not be correspondingly increased due to difficult financial position and restraint on creation of new posts.

5.67. The average time taken in disposal of a claim on the Central, Eastern, Northern, North Eastern and South Eastern Railways has

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increased in 1971-72 over 1970-71 due to increase in the number of new claims lodged as is evident from the figures given below:

Railway	Number of new claims received	
	1970-71	1971-72
Central .	84,876	86,213
Eastern .	1,28,822	1,46,949
Northern	1,09,053	1,11,972
North Eastern	47,289	47,311
South Eastern	70,824	81,052

5. 68. The 'One Man Expert Committee on Compensation Claims' had pointed out certain irregularities in compilation of figures of average time for disposal. The Railways, thereafter, have become more strict in recording the date of registration and disposal of cases.

5.69. So far as the North Eastern Railway is concerned the average time taken in disposal of claims has increased for reasons given above and because of settlement of a number of old claims. 52,196 claims were disposed in 1971-72 as compared to 44,540 claims in 1970-71. The closing balance at the end of 1970-71 and 1971-72 was 8,871 and 6,023 cases respectively, indicating that more old cases were cleared in 1971-72. The number of cases pending for more than 3 months also come down from 2,821 at end of 1970-71 to 2,496 at the end of 1971-72.

5.70. The Committee are concerned to note that in the case of five out of nine Zonal Railways viz., the Central, Eastern, Northern North Eastern and South Eastern Railways, the average time taken in settlement of claims has gone up during the last three years, the position being particularly bad on N.E. Railway where it has gone up from 29 days on an average in 1969-70 to 72 days in 1971-72. The average time taken in disposal of cases on these Railways far exceeds the average time of 30 days laid down by the Railway Board.

5.71. So far as the overall position is concerned, the Committee observe that out of about 84,000 claims cases pending on all Railways as at the end of year 1971-72, the number of cases pending for more than 3 months, 6 months and one year was 14,780, 7,537 and

2,723 respectively that is to say at least 30 per cent cases were pending for more than 90 days. The Committee consider this situation to be highly unsatisfactory.

5.72. From the note showing action taken on the recommendations of the Expert Committee, the Committee find that while the target of average time for settlement would continue to be 30 days, it has at the same time, been decided to lay down more detailed targets for internal control. The Committee are afraid that this has remained only a paper decision so far.

5.73. During the course of their tours, the Chambers of Commerce as well as individual businessmen have complained to the Committee about the vexatious delays that occur in the settlement of even petty cases. This point was emphasised by the Expert Committee also. The Committee cannot too strongly urge the Ministry to take concrete steps in the light of the recommendations of the Expert Committee to improve matters by streamlining the procedures at all levels. It is necessary for the Railways, as a carrier, to earn the goodwill of the customers and give them utmost satisfaction. The Committee have no doubt that quick settlement of claims will go a long way to achieve this object.

5.74. The Committee trust that detailed targets would henceforth be laid down for all concerned and the defaulting staff treated sternly.

*(c) Claims of Bulk Users*

5.75. In one of the memoranda submitted to the Committee it has been stated that it may be examined, whether in the case of large regular customers, a scheme can be evolved by which any claim made is immediately settled—to be adjusted later, if necessary, on completion of enquiries. The scheme will have to be subject to a definite agreement, laying down all the conditions and implications. The representative of the Ministry stated in evidence that the feasibility of the proposal had been examined and it was found that there would be many difficulties in its implementation. It would be very difficult for the Railways to discriminate between large and small customers in the disposal of cases. Moreover, money which may or may not be payable would have to be paid out of Government funds.

5.76. The Food Corporation of India have represented to the Committee that "Claims on account of foodgrains constitute a sizeable proportion of the total claims dealt with by the Railways. Yet unlike coal claims all the Railways have not set up separate cells for dealing with foodgrains claims. Setting up of such cells will help in evolving a uniform policy and also facilitate customer relations with the claims officer."

5.77. The Committee enquired during evidence if the Railways had examined the feasibility of setting up cells for dealing with foodgrains claims which constituted a sizeable portion of the total claims dealt with by the Railways. The representative of the Ministry stated that the Zonal Railways had the requisite organisation to deal with claims on foodgrains and establishment of a separate cell for dealing with claims of a single party was not necessary. The Claims Officers of each Zonal Railway were holding periodical discussions with the Officers of the Food Corporation of India during which all the pending cases were discussed. The nature and the causes of the claims were also various and it was not known whether the damage had occurred due to extraction on the run by the miscreants or it was due to weather. It was, therefore, not possible to evolve a summary method of dealing with such claims.

5.78. In a note on the subject, the Ministry have stated that claims on wagon load consignments are paid after the possibilities of tracing the wagon and delivering the consignment have been exhausted. Sometime, longer time is taken to trace a wagon which has gone astray or has escaped entry in the yard documents. More time is taken when consignment has moved over two or more Railways. It will not be possible to adopt the procedure suggested as in a number of cases siding holders receive a number of wagons which are not linked with R. Rs. and claims preferred on these R. Rs. are subsequently withdrawn after the Railway tracers trace and link the same.

5.79. The Cement Corporation of India have in their Memorandum to the Committee observed that "the present procedure for payment of compensation is very cumbersome and time consuming. Cement is a commodity for which FOR Destination price for all rail destinations in India is the same and is fixed by the Government of India. However, even for the same station, at times the compensation granted by the railway differs. It is felt that much of unnecessary work and correspondence can be avoided and payment finalised early if as a policy matter the rate of compensation can be uniformly

fixed by the Railway Board. If this is done, and this should not be a problem as FOR destination price of cement is uniform throughout India, the compensation can be immediately paid on production of the assessment certificate by the claimant."

5.80. The Committee enquired in evidence whether in view of the fact that the FOR price of cement for all destinations in India was the same, it would not be desirable to fix the rate of compensation on an uniform basis throughout the country. The representative of the Ministry stated that at the Board level no such complaints had been received and that he would check up the position with the Zonal Railways.

5.81. In a further note, the Ministry have stated that the procedure for settlement of claims on cement is the same as for other commodities. However, this aspect will be brought to the notice of the Railways.

5.82. To a question if it was a fact that the present procedure for assessment of damages by segregating and weighing the damaged cement resulted in heavy losses to the industry and was also time consuming and whether the procedure could not be streamlined to prevent irksome delays and unnecessary losses to the industry, the representative of the Ministry stated that the matter was examined by the One-Man Expert Committee on Compensation Claims. On the basis of the opinion expressed in the Report, instructions were issued in June, 1970 that for commodities like cement which became worthless after becoming wet, the damaged stuff should be segregated and weighed to arrive at the extent of damage. Consequently, the practice of giving ad hoc percentage assessment was dispensed with. It was pointed out that the cement which had been damaged by wet became useless and had to be segregated to prevent damaged cement being mixed with good cement and sold. When only a part of a bag had been damaged, assessment of the quantum of goods damaged could not be done by a mere inspection from outside. The delay and inconvenience caused in the process was, therefore, unavoidable. He added, "to safeguard our own position we would not like to revert back to the old system".

5.83. The Committee enquired whether it was not a fact that claims agencies had come up in large numbers in recent years and businessmen found it easier to get their claims settled through agents, the representative of the Ministry stated that this had to be viewed in the context of the volume of traffic which the Railways

were now handling. During the last 20 years they had moved as much traffic as was moved in the last 100 years. As the traffic had gone up, the claims bill was also bound to go up and it had become quite a profitable business for some people. The claims agencies were often run by retired railway staff, who had knowledge and experience of such matters. The insurance agencies were also taking this work increasingly.

5.84. The Committee further enquired if the Railway Board were aware that rings were formed to press claims against Railways and if so, in which zones these rings were active and what their *modus operandi* was. The Committee further enquired if the Railway Board had launched any drive to liquidate such rings and if so, the results achieved. The Ministry have stated that claims are settled by the Railways on merits under the prescribed legal provisions. The Railway Board have not come across any organised rings formed to press claim against railways. However, certain claims agents by the very nature of their profession do prefer and pursue a number of claims on behalf of their principals.

5.85. While the Committee do not wish that the Railways should exercise any sort of discrimination between the claims of bulk users of Railways transport, whether in the public or private sector *vis-a-vis* small businessmen and entrepreneurs, they consider that the very quantum of traffic offered by major industrial concerns in the country imposes an obligation on the Railways to develop a system of regular and close liaison with the organisations concerned so that their difficulties in regard to the settlement of claims and their suggestions in this regard are dealt with expeditiously. This is necessary not only for developing better customer relations but also for enabling the Railways to plan for provision of the facilities needed for safer handling of the growing volume of traffic offered by such concerns.

5.86. The Committee consider that so far as cement is concerned, the Railways should examine the feasibility of fixing the rate of compensation on an uniform basis throughout the country in view of the fact that the FOR price is the same for all destinations. They would enable them to pay compensation without delay on production of the assessment certificate.

5.87. The Committee note that a number of claims agencies have sprung up in recent years for dealing with the claims cases of big business houses and that "it had become quite a profitable business."



They also note that these agencies are often run by retired Railway officials who have knowledge and experience of this type of work.

5.88. While the Committee recognise that the growing increase in the volume of traffic handled by the Railways is bound to lead to larger number of claims, they at the same time consider that the setting up of intermediary agencies for dealing with and expediting the claims cases of their clients is an indication of the failure of the Railway<sup>9</sup> to ensure quick and fair settlement of the claims. The Committee have earlier commented upon the deterioration in the average time taken in settlement of claims on most of the Railways. In its totality, the picture is far from reassuring and the Ministry will, therefore, have to apply their mind seriously to tone up the system. The Committee would, in particular, like the Ministry to keep a close watch over the performance of their staff in the Commercial Department and to deal with a heavy hand with the persons found guilty of corrupt practices.

(d) *Mobile Claims Offices*

5.89. The Committee called for a note about the working of the mobile claims offices indicating, inter-alia, the extent of powers delegated to them, the number and value of claims settled vis-a-vis the total number/value of claims arising on the particular station during each of the last 3 years. The Ministry have stated that for more expeditious settlement of claims cases and to provide direct contact with claimants, the system of settlement of claims by Mobile Claims Office has been introduced on most of the Zonal Railways. The Mobile Claims Offices are headed by Assistant Comml. Supdts. (Claims), who are empowered to settle claims upto Rs. 1,000.

5.90. Stations where Mobile Claims Offices are held are selected on the basis of the commercial importance of the station and all the claims cases pertaining to the station are collected in office, and taken to that station for final disposal on the spot. Publicity of dates of visits of Mobile Claims Offices to be held at important stations is given through local newspapers. Individual letters are also sent to the claimants to bring all the relevant documents such as original railway receipt, beejuck, letter of authority etc., and get their claims settled. Pay Orders are issued on the spot.

5.91. The number of claims settled by Mobile Claims Office is readily available only for South Central Railway. During 1971-72, the Mobile Claims Offices settled 4,117 claims against the total settlement of 23,144 claims during that year.

5.92. In a further note the Ministry have stated that the number of claims settled by Mobile Claims Offices on the other Railways is as under:—

Railway	Number of claims settled		
	1969-70	1970-71	1971-73
Eastern . . . . .	2,010	3,832	4,443
Northern . . . . .	2,124	2,891	*
North Eastern . . . . .	@	122@	218@
Northeast Frontier . . . . .	57	291	115
Southern . . . . .	£	1,711£	3,585£
Western . . . . .	5,616	6,398	7,995.

1. Mobile Claims Offices are not functioning on the South Eastern Railway. These were held for short durations during 1969 and 1970 on the Central Railway but were discontinued due to poor response.

\*Scheme was discontinued by Northern Railway during 1971-72 due to poor response but is being revived again.

@Scheme was started on Northeastern Railway in January 1971, but was discontinued in Sept.'71 due to poor response from the public.

£Scheme was started on Southern Railway in May'70.

5.93. The Ministry have further informed the Committee that from the point of view of claimants, the scheme is useful as it gives them an opportunity of personally presenting the case and getting his claim settled expeditiously. From the point of view of Railways also, it is useful as the claims officers can personally inspect station records and discuss the cases with field staff. This should in turn result in adoption of more effective claims prevention measures. The Zonal Railways have full authority to have Mobile Claims Officers at more stations if found necessary.

5.94. The Committee enquired during evidence whether the Railways had made an assessment of the usefulness of the Mobile Claims Offices and if so, whether there was any proposal for extending this facility to other important trading centres in the country. The representative of the Ministry stated that while some Railways had introduced Mobile Claims Offices, others had not been able to do so. The South Eastern Railway had, for example stated that the labour unions were not agreeable to the proposal since the mobile settlement Officers would go on line and settle the claims rapidly and this would result in reduction in the number of staff who normally were required to go out for investigating the cases.

5.95. The Committee welcome the step taken by the Railways in instituting a system of settlement of claims of the value of upto

**Rs. 1,000 through mobile claims offices. These offices provide an opportunity to the small claimants to present their cases personally before the claims officers and are also helpful in expeditious disposal of cases involving petty amounts which are stated to account for about 75 to 80 per cent of the total number of claims. The Committee cannot stress too strongly the need for expeditious settlement of claims, particularly petty claims, as it will go a long way in re-furbishing the image of the Railways.**

**5.96. The Committee would however like that the working of the mobile claims offices should be periodically evaluated to judge their performance in investigating claims and settling the genuine ones. Constant watch should be kept to see that the facility of the mobile claims offices is not misused by unscrupulous persons.**

*(e) Claims on parcel traffic*

**5.97. The Committee called for a statement showing the number of claims cases on account of parcel thefts during each of the last 3 years and the amount paid as compensation for such thefts *vis-a-vis* earnings from this type of traffic (Zone-wise). The Ministry have informed them that claims statistics for parcel traffic separately are not maintained on most of the Railways. The figures of the number of claims on account of parcel thefts are, therefore, not available.**

**5.98. The representative of the Ministry stated in evidence that the reason why they had not been able to maintain such statistics was "to avoid the huge clerical labour involved." Statistics were available in respect of major commodities but not for parcels and goods separately. He added "we are trying to devise a system which will not involve too many people".**

**5.99. In further note, the Ministry have, informed the Committee that "separate statistics for 'goods' and 'Parcel' will be maintained when claims statistics are computerised."**

**5.100. The Expert Committee on Compensation Claims had observed that "Enquiries at many parcel offices indicate a shortage of staff—particularly at stations where traffic in perishable is heavy. This shortage of staff results in short cut methods of work and inevitably takes its toll in the form of claims. Acceptance, marking, counting, weighment and loading or unloading of parcels are altogether ignored or left to the merchants or to porters."**

**5.101. It was stated by the Minister of Railways in reply to USQ No. 5579 in the Lok Sabha on 9-5-1972 that "this observation has been brought to the notice of Railways with instructions to go into the question of staffing of their parcel offices and remove deficiencies, if any."**

5.102. The Expert Committee had further observed that:

“One would expect that as parcel traffic is fast and is usually passed from hand to hand, it would enjoy a high safety factor like registered postal parcels. But as a matter of fact the incidence of claims is even higher on parcels than on goods.

“Though parcel earnings are about 5 per cent of the total freight receipts for goods and parcels, the amount of compensation paid on parcels is about 16 per cent of the total amount paid and the number of claims received on parcels is about 30 per cent of the total number of claims received.

“There is a very strong case for Parcel traffic being given much better attention than at present.”

5.103. The Committee had, therefore, recommended *inter-alia* that “Railways should compile (i) separate statistics of number of claims and amount paid on parcels traffic—which should be further divided into perishables and non-perishables and (ii) the figures of total tonnage of parcels traffic carried.”

5.104. The Committee would like the Ministry to take early steps for maintaining separately the statistics of parcel traffic which consists of high rated commodities. As thefts and pilferage of such commodities are considerable and the amount paid as compensation is heavy, it is imperative that complete data is available so that the incidence of thefts and pilferage of the same could be watched. The Committee cannot emphasise too strongly the need to take effective remedial measures to reduce the incidence of thefts and pilferages of parcel traffic which is patronised by the common man.

5.105. The Committee trust that speedy and effective implementation of the various recommendations of the Expert Committee would help the Railways to improve the position regarding the incidence of claims on parcel traffic.

*(f) System of Open/Assessment Delivery*

5.106. The Committee have been informed that the system of open/assessment delivery is usually very unsatisfactory at most of the stations. They enquired if the matter had engaged the attention of the Railway Board and whether any directions had been issued in this regard to Railway Administrations and what steps had been taken to ensure that the same were strictly complied with. The Ministry have stated that it is not a fact that the system of open/assessment deliveries is unsatisfactory at most of the stations. Open/Assessment deliveries are granted when the consignment arrives at destination in a damaged condition or shows signs of having been tampered with and the consignee demands open delivery. Such

delivery is granted by the railway without prejudice as the claims in such cases are settled after taking into account several other factors.

5.107. Station Masters|Commercial Supervisors and Inspectors have been authorised by the Zonal Railways to grant open/assessment delivery upto certain fixed amounts. Cases involving heavy loss or damage are dealt with by officers. Where the assessment of damages requires specialised knowledge, Surveyors are also appointed by the Railways at their own cost to assess the damages. There were in the past some complaints about delays in granting open/assessment deliveries. Railways' attention was drawn to this aspect.

5.108. The Food Corporation of India have represented to the Committee that "In regard to claims cases for damages by wet, the basis of claims is the assessment certificate granted by the Railways at the time of open delivery. This certificate is meant to indicate the extent of damage to the consignment concerned. Yet at the time of settlement the Railways require that the owner of goods should specifically advise the salvage value of the damaged goods. This involves unnecessary delay and is also unfair to the customer. If the salvage value is found to be less than the assessment given at the time of open delivery then the claims officers accept the assessment certificate as final for purpose of payment of claims. However, if the salvage value turns out to be more than the assessment then the amount of claim is accordingly reduced by the Railways. The advice of salvage value in case of big customers such as the Food Corporation of India poses special problems as damaged consignments are not disposed off individually but on a period basis. It is, therefore, suggested that to expedite the payment of claims for damages the railways should accept assessment certificate as the final basis for settlement of claims."

5.109. The Committee enquired whether the matter had engaged the attention of the Railway Board. The representative of the Ministry stated that the assessment made was indicative only of the condition of the consignment at the time of delivery and of the damage that had occurred. The condition of the goods in side and the responsibility of the Railway, if any, in this regard could be determined only after making due enquiries as to the condition of such goods when they were loaded. The assessment itself did not, therefore, automatically become the basis for payment of claim. The question of accepting the assessment certificate as the final basis for settlement of claims had been raised by the Food Corporation of India in the past but was not found acceptable.

5.110. The Committee, in this connection, would refer to the following observations of the Expert Committee:—

“Several Chambers of Commerce have complained that heavy delays occur in getting damages assessed by Claims Inspectors, etc.

“As the number of consignments requiring assessment delivery has increased, the railways should examine the workload of claims Inspectors and should take such steps as are necessary to ensure that assessments are made by Claims Inspectors within two or three days of the receipt of a consignment at destination.”

5.111. As complaints continue to be voiced against the working of the system of open/assessment delivery and particularly about the delays that occur, the Committee would like the Ministry of Railways to impress once again upon the Zonal Railways the need for strict compliance with extant instructions on the subject and for taking suitable action against the defaulting staff.

(g) *Settlement of Claims of Port Trust Railways*

5.112. It has been brought to the notice of the Committee that the Eastern Railway is responsible for all the claims arising from losses or pilferage in Calcutta area, including the Port Trust Railway, where the security arrangements and the system of safeguarding valuable goods in transit have been very unsatisfactory and efforts to check the malpractices and pilferage in the port area have been fruitless for several years.

5.113. The Committee called for a factual note on the subject indicating *inter alia* the practice in this regard obtaining in other ports. They also enquired if the matter had been taken up with the Calcutta Port Trust Railway with a view to make them accept their liability both for settling claims and paying them and if so, what the present position in the matter was. The Ministry have informed them that the Eastern Railway like other Railways is responsible for all losses and pilferages occurring at stations within its own jurisdiction. Calcutta Port Commissioners' Railway is similarly responsible for all losses and pilferage occurring at stations within its own jurisdiction. However, as a long standing practice, claims on traffic terminating on stations of the C.P.C. Railways are dealt with and settled by the Eastern/South Eastern Railway Administrations. The amount due against the C.P.C. Railways as per Conference Rules is debited against that Railways.

5.114. The position regarding settlement of claims by the other Railways is given below:—

**Madras Port Trust Railway**

5.115. Settlement of claims is done by the Madras Port Trust Railway themselves after the liability is accepted by the contiguous Railways.

**Bombay Port Trust Railway**

5.116. Under the existing arrangement, claims for compensation are settled and payment of compensation where due, arranged by Bombay Port Trust Railway from the earnings payable to the Central Railway. Thereafter, the question of fixation of inter-railway liability is pursued by the Central Railway and necessary adjustments made.

5.117. The Calcutta Port Commissioners' Railway have not been asked to settle claims. Regarding acceptance of debits by them, disputes, as and when they arise, are settled either by mutual discussions or by referring individual cases to the Arbitration Committee for which a provision exists in the Conference Rules.

5.118. The Committee enquired during evidence about the incidence of claims arising from losses/pilferage in the Calcutta Port Trust area *vis-a-vis* the entire Calcutta area. the representative of the Ministry stated that such statistics were not readily available and it may be difficult to compile them because the thefts were not always localised in the Port Trust area.

5.119. In reply to a further question if they were satisfied with the security arrangements in the Calcutta Port Trust area, the representative of the Ministry stated:—

“We are, from our experience, not satisfied with the security arrangements. The Port Trust areas were originally with Calcutta Police. In 1971 Government decided that the Central Security Force will ultimately take over the security of the Calcutta Port Trust area so that only one organisation will be responsible for security. The working of the Central Security Force is a step in the right direction to improve the security measures in the Calcutta Port Trust areas. At present the position is that no claims arising in the Port Trust areas are settled by the Port Commissioners; the Eastern Railway takes over the responsibility and settles these claims.”

5.120. The Committee enquired whether the extant arrangement of treating the Calcutta Port Commissioner's Railway as terminal agents and settling claims arising on that Railway by the adjoining trunk Railways (i.e. Eastern and South Eastern) was working satisfactorily and if not, whether it would not be desirable for the Rail-

ways to transfer this responsibility to the Port Commissioner's Railway as in the case of Madras and Bombay Port Trust Railways. The representative of the Ministry stated that it was decided in 1968 that the Bombay Port Trust Railway would in the first instance, pay the claims out of the revenue payable to the Central Railway who would thereafter fix inter-railway liability. This arrangement was not found to be better and the Food Corporation of India had been repeatedly complaining against non-settlement of claims by the Port Trust Railways.

5.121. He added that in the interest of the claimants, it would not be desirable to ask the Calcutta Port Commissioner's Railway to settle claims on the traffic terminating on their system. He, however, added that the proposal that each Port Trust, which was a self governing and autonomous unit might have its own arrangement for settlement of claims out of its own budget would be further examined.

5.122. In this connection, the recommendation of the Expert Committee and Government's views thereon are reproduced below:—

*Recommendation*

"The ideal solution would be for the contiguous Government Railways to take over the working of the railway in the Ports which have very small rail kilometrage and cannot by themselves provide the expert and high level supervision which prevails on the Govt. Indian Railways. While railways may not be able to take any initiative in this matter, it is obviously necessary for them to have a close look at the arrangements in vogue on Calcutta, Madras and Bombay Port Trust Railways and to take suitable steps to protect their own interests in connection with the traffic coming from or booked to these ports."

*Govt's views*

"The Port Trust Railways are very intimately involved in the other activities of the ports and if there are two different agencies, one working the Port Railways and the other incharge of other aspects, there will be friction and difficulty of coordination. Even on economic grounds, it is not worthwhile for the Government Railways to take over the working of the Railways in all ports. The first part of this recommendation, i.e., the Government Railway's taking over the working of the Port Railways,



is, therefore, not accepted. The second part of this recommendation that the trunk railway should have a close look at the arrangements in vogue at Calcutta, Madras and Bombay Port Trust Railways with the object of protection of their interests has been commended to the concerned Railways with the remark that this should be done with the cooperation of the Port Railways."

**5.123. The Committee would like the Ministry of Railways to take up with the Ministry of Transport and Shipping the question of evolving a uniform system of settlement of claims arising on the Port Trust Railways. As the Port Trusts are autonomous bodies, the feasibility of asking them to make their own arrangements for settlement of claims arising in the areas within their jurisdiction, may be examined. It is necessary that the Port Trust authorities have a clear conception of the incidence of claims in their areas so that they can fix responsibility and take other preventive measures. Needless to say that the Railways should continue to extend necessary cooperation to the Port authorities in this matter.**

*(h) Cases under Litigation*

No. of cases contested in Courts and settled against the Railways.

5.124. The Committee called for the following information with regard to claims cases contested in courts during each of the last 3 years (Zone-wise):—

- (i) No. of claims cases under litigation and the value thereof;
- (ii) No. of cases decided in favour of the Railways and the number decided against them together with the amount involved in such cases; and
- (iii) whether the Zonal Railways/Railway Board had analysed the reasons for the cases decided against them and what remedial action had been taken to rectify the shortcomings.

5.125. The Ministry have accordingly furnished the following information:—

Number of suits filed (zone-wise) during the last 3 years and the amount involved:—

Railway	Year	No. of pending suits carried forward from previous year	No. of suits filed	Amount involved in new suits filed (Rs. in lakhs)
1	2	3	4	5
Central	1969-70	960	2,989	31.69
	1970-71	1,177	2,607	22.80
	1971-72	1,390	3,197	33.86
Eastern	1969-70	2,725	3,880	101.15*
	1970-71	4,332	4,447	149.53*
	1971-72	4,984	5,000	201.16*
Northern	1969-70	2,593	2,560	30.91
	1970-71	3,099	2,786	89.13
	1971-72	3,800	2,877	56.77
North-Eastern	1969-70	1,469	1,980	12.15
	1970-71	2,077	1,607	12.82
	1971-72	2,141	1,911	12.73
North-east Frontier	1969-70	2,039	1,386	15.57
	1970-71	2,118	1,311	19.62
	1971-72	2,109	1,839	33.06
Southern	1969-70	2,740	1,500	19.07
	1970-71	3,213	2,043	23.88
	1971-72	4,146	1,692	25.66
South-Central	1969-70	760	640	14.41
	1970-71	890	800	17.68
	1971-72	1,215	851	27.32
South-Eastern	1969-70	3,813	2,365	NA
	1970-71	3,966	3,308	NA
	1971-72	5,236	3,702	NA
Western	1969-70	2,004	2,150	34.48
	1970-71	2,636	2,110	33.60
	1971-72	2,958	2,703	37.62

\*Amount for all suits under litigation (including those carried forward from previous year).

N.A. Not available.

5.126. The figures of number of cases decided against the Railways and the number of cases decided in favour of Railways are as under:—

Railways	No. of suits decided against Railways			No. of suits decided in favour of the Railways		
	1969-70	1970-71	1971-72	1969-70	1970-71	1971-72
Central	103	98	110	163	149	167
Eastern	615	770	984	144	203	221
Northern	296	283	249	242	256	261
North-Eastern	336	348	393	123	192	330
Northeast Frontier	34	255	272	92	335	462
Southern	179	263	391	231	249	201
South-Central	76	132	121	38	56	35
South-Eastern	571	633	802	579	554	499
Western	301	426	436	249	331	325
<b>TOTAL</b>	<b>2511</b>	<b>3208</b>	<b>3758</b>	<b>1861</b>	<b>2325</b>	<b>2501</b>

5.127. Statistics of the amount involved in respect of cases decided in favour of the Railways or decreed against are not maintained on all the Railways.\* Figures pertaining to Railways which maintain these statistics are given below:—

(In lakhs of Rupees)

Railways	Amount involved in respect of dismissed cases in favour of Railways			Amount involved in respect of decreed cases against the Railway		
	1969-70	1970-71	1971-72	1969-70	1970-71	1971-72
Eastern	2.33	2.63	3.75	5.14	7.10	11.08
North-Eastern	0.55	1.18	2.32	2.75	2.73	3.35
Northeast-Frontier	0.08	2.27	1.55	0.23	2.58	2.80
Southern	2.58	2.90	2.47	4.82	3.83	6.64
South-Eastern	6.05	6.98	9.72	5.35	6.33	8.13
Western	2.77	3.72	4.41	4.06	5.89	6.39

(\*The Ministry have subsequently informed the Committee that instructions will be issued to all Railways to maintain such statistics).

5.128. Cases are generally decreed against the Railways because of:—

- (a) difference of opinion regarding legal points involved;
- (b) non-attendance of relevant witnesses to support the railway's case;
- (c) delay in filing documents due to detailed enquiries required to be made over a number of railways; and
- (d) non-availability of relevant records particularly when the suits are lodged after considerable delay and are not disposed off by the courts within a reasonable time.

5.129. Railways have been advised from time to time of the cause leading to decree of cases and have been asked to take appropriate remedial measures.

5.130. The Committee enquired during evidence how the Railways ensured that justice was done to the claimants and that claims were not repudiated only on account of the fact that the budgetary allotment was less or had been exhausted. The representative of the Ministry stated that the claimant could take the matter to the civil court in case he was not satisfied with the amount admitted by the Claims Officer. He, however, admitted that small businessmen may find it difficult to file suits in courts as it was a time consuming and cumbersome process and also involved lot of expense. The representative of the Ministry added that they would instruct the Zonal Railways to maintain statistics of claims cases (officer-wise) so that they could find out how many cases dealt with by an officer were filed in the courts, how many of them were decided in favour of the Railways and how many against them.

5.131. In reply to a further question, the representative of the Ministry informed the Committee that meetings of the Claims Prevention Officers had been called twice during the current year and on the basis of their experience and discussions with them, certain instructions were issued some of which had already been implemented. Based on the experience of the past six months certain fresh instructions had been issued and these were being implemented. In this way, the entire machinery had been geared up and care will be taken to review after every six months the instructions given during the previous six months.

5.132. The Committee enquired about the steps taken to ensure that cases were not lost for reasons within the control of the Rail-

ways. The Ministry have stated that the following instructions have been issued in this regard:—

- (i) Enquiries should be completed in time, so that written statement is filed in time and contains all relevant facts.
- (ii) There is no delay in filing documentary evidence. As soon as a decision is taken to contest a suit, a list of evidence necessary for defence should be prepared and certified copies of the requisite documents called for from the station.
- (iii) Letters sent to Station Masters, Yard Masters etc. for arranging witnesses should clearly spell out the facts required to be proved so that the right staff can be sent with the right documents.
- (iv) It has been made the personal responsibility of supervisory official to relieve the staff for attendance in court.
- (v) The performance of Railway Lawyers should be systematically watched. If any lawyer's performance is consistently below the mark, his service should be terminated.

5.133. Keeping in view the fact that the number of cases decided against the Railways was much higher than that decided in their favour, the Committee enquired about the steps taken to avoid unnecessary litigation on mere technical grounds, particularly in higher courts. The representative of the Ministry stated in evidence that they had decided only a few days ago to carry out a special representative check in 100. to 150 cases picked up at random where the Railways had decided a claim in the court and lost it, so as to ascertain the reasons for the same.

5.134. In a further note on the subject, the Ministry have stated that the following instructions have been issued to prevent unnecessary litigation:

- (i) Letters of repudiation should be made as convincing as possible by giving full facts and points of law.
- (ii) Appeals against wrong repudiation or short payment should be decided by an officer higher than the one who decided the case earlier.
- (iii) All cases should be thoroughly and critically reviewed on receipt of notice of suit under Section 80 of Civil Procedure Code.

- (iv) The decision to contest a suit should be taken by an officer of the rank of Dy. Chief Comml. Superintendent or Chief Comml. Superintendent.
- (v) All adverse judgments should be scrutinised, when the rulings given by courts are found to be just and reasonable, officers should follow them in all subsequent cases.
- (vi) Claims should not be rejected on flimsy and far fetched technical pleas when the claims had been preferred in time, title is good and case is payable on merits.

5.135. The Committee enquired if responsibility was fixed in regard to the cases decreed against Railways and if so, in what manner. The Ministry have stated that "Railway Lawyers are removed, if their performance is consistently bad. Railway staff are punished for their negligence or misconduct if established, and not because a case has been decreed against the Railway."

5.136. In this connection, the Expert Committee had observed as under:

"More than 17,000 suits are filed per annum—against the railway by its customers, and what is even more telling, against the State by its subjects.

". . . The average value of a suit comes to Rs. 680. These statistics disclose that when a claim is paid after a legal suit, Railways have to pay about 50 per cent over and above the original value of claims as litigation expenses.

"Another striking feature is that a large number of suits are for pretty amounts. More than 3,000 suits filed every year, are for recovery of Rs. 200 or less, whereas the average litigation cost per suit is Rs. 350/- . Legal battles for such small claims can neither benefit the claimant nor the Railway."

5.137. The Committee had therefore recommended that—

"It is necessary to draw special attention to a prolific but avoidable source of litigation: namely the tendency on the part of some claims offices to stick to old policies in spite of adverse decision in courts.

Railways should have a regular system of scrutinising all adverse judgments of courts.

When the rulings given by courts are found to be just and reasonable, officers should be given strict instructions to

follow them in all subsequent cases so as to prevent unnecessary litigation."

"The present annual figure of about 17,000 new suits can easily be brought down to 4000 or at the most 5000 if railways have a strong and efficient organisation for the settlement of claims.

When the number of suits is brought down to this figure, the expenses would be reduced by at least Rs. 20 lakhs per annum and the court sections of railways will be able to give individual attention to the suits and contest them successfully."

"It is necessary to make officers accountable for wrong repudiations and short payments. Senior officers should also be made alive to their responsibility to see that the officers under them decide claims in a just and reasonable manner."

5.138. The Committee observe that the number of suits filed against the Railways for compensation claims was 19,450, 21,042 and 23,772 during 1969-70, 1970-71 and 1971-72 respectively. Of these, the number decided against them was 2,511, 3,208 and 3,758 respectively. Thus not only there has been a progressive increase in the number of suits filed against the Railways, the percentage of cases decided against them has also gone up from 12 to 15 per cent during the above period.

5.139. The Committee note that in pursuance of the recommendations of the Expert Committee, the Ministry of Railways have issued certain instructions to the Claims Prevention Officers and others concerned regarding the necessity for preventing unnecessary litigation and for better and more effective presentation of their evidence and arguments in cases which are taken to courts so that the same are not lost for reasons within their control.

5.140. In view of the increasing incidence of cases being contested in courts and also of those decided against the Railways, the Committee consider that the need for revamping the procedures is yet to be realised and appreciated by the staff engaged on this work. The Committee would like the Ministry of Railways to take concrete steps for effective implementation of the recommendations of the Expert Committee so that the incidence of cases under litigation is minimised. Instructions may also be issued to all Zonal Administrations to maintain officerwise statistics of cases decided in favour of the Railways and those decreed against them so that responsibility therefor could be fixed.

5.141. It is also necessary that in all cases which are decreed against the Railways the reasons for the same are analysed in detail so that necessary corrective measures could be taken.

#### Suit barred cases

5.142. It has been represented by the Food Corporation of India that—

“Of late, the delegation of powers in regard to settlement of claims has been considerably enhanced and claims upto Rs. 5,000 do not require prior financial concurrence. However, in regard to suit barred cases, irrespective of the amounts involved, prior financial concurrence continues to be necessary. This is contrary to the spirit of the general directive issued by the Ministry of Railways according to which suit barred claims cases should be considered for payment if these are good on merits. The work-load involved in obtaining financial concurrence is considerably more than if the case was to be settled directly by the claims officers. As the claims officers already feel overburdened with current work, the effect of the present procedure is that they do not entertain suit-barred claims even if these are good on merits. It is, therefore, suggested that even in suit-barred claims power should be delegated to claims officers for settlements of the claims on merits.”

5.143. The Committee enquired during evidence if there had been any complaints of cases not being entertained or of inordinate delays having occurred in obtaining the requisite financial concurrence in the matter. The representative of the Ministry stated that he would furnish the number of suit barred claims admitted during the last three years on receipt of the same from the Zonal Railways. It would, however, not be possible to furnish statistics of claims rejected on the ground of 'suit bar' as the same were not maintained.

5.144. In a subsequent note furnished to the Committee, the Ministry have furnished the following figures of the number of suit-barred



claims admitted by the Zonal Railways during the years 1969-70, 1970-71 and 1971-72:—

Railways	Number of suit-barred claims admitted		
	1969-70	1970-71	1971-72
Central . . . . .	16	8	17
Eastern . . . . .	8	11	15
Northern . . . . .	5	11	51
North Eastern . . . . .	21	14	35
Northeast Frontier . . . . .	1	4	6
Southern . . . . .	3	5	8
S. Central . . . . .	1	5	4
S. Eastern . . . . .	2	12	8
Western . . . . .	5	7	11
TOTAL . . . . .	62	77	155

5.145. In a further note on the subject, the Ministry have stated that "instructions were issued on October 1971, delegating full powers to the General Managers of the Zonal Railways in regard to settlement of suit-barred claims with further authority to re-delegate these powers to Chief Commercial Superintendents and Deputy Chief Commercial Superintendents. It was further stipulated that the concurrence of the F.A.&C.A.O. or Dy. F.A.&C.A.O. was to be obtained in each case irrespective of the amount involved.

5.146. Prior to October 1971, General Managers were empowered to sanction payment of suit-barred claims upto a monetary limit of Rs. 5,000 only subject to the following conditions:

- (a) that there has been no serious delay on the part of the claimants leading to the delay.
- (b) personal sanction of G.M. is taken for cases above Rs. 500, C.C.S. above Rs. 200, and Dy. C.C.S. upto Rs. 200.
- (c) concurrence of F. A. & C. A. O. is obtained in cases falling within powers of G.M. and Dy. F.A. in other cases.
- (d) cases above Rs. 1,000 where the claim is suit-barred by more than one year are referred to the Board for their sanction

5.147. The Railways have no legal liability to pay claims in respect of suit-barred claims. However, the Railways take a liberal view in cases which are payable on merits and have not become suit-barred on account of lapses on the part of the claimant. Claim becomes suit-barred after a period of three years. It is considered necessary for adequate financial check to be exercised on payment of such old cases.

5.148. The Railway Board have not received any complaints about non-entertainment of suit-barred claims or of inordinate delay having occurred in obtaining the requisite financial concurrence.

5.149. The Committee note that full powers have been delegated to the General Managers with further authority to re-delegate the powers to the Chief Commercial Superintendents and Deputy Chief Commercial Superintendents in regard to settlement of suit-barred cases subject to the concurrence of the F.A.&C.A.O. In practice, however, and as pointed out by the Food Corporation of India, the officers do not sometimes entertain such claims even if they have merit because of their pre-occupation with current work. Even though they are not legally obliged to do so, the Committee consider that the Railways should, as a premier public undertaking, continue to take a realistic view of the matter in order to earn the goodwill of their customers particularly those in public and co-operative sectors. Statistics of the number of suit-barred claims preferred and admitted during a year may also henceforth be maintained by all Zonal Railways and included specifically in their annual Reports.

5.150. The Committee would like Government to impress upon public sector enterprises that they should file their claims in time to enable Railways to investigate them properly and expeditiously.

#### **Disputed Claims of Public Undertakings**

5.151. The Food Corporation of India have submitted to the Committee that "In regard to public sector undertakings which do not normally resort to litigation for settlement of claims, it is suggested that a negotiating machinery should be evolved under which the claims could be reviewed finally by an officer of J.A. Rank, other than the one who has earlier repudiated the claims. For example, claims earlier repudiated could perhaps be reviewed by Dy. CCS (Genl.) after discussing with the representative of the Corporation. Cases, which are considered fit for review could be put up to CCS for final orders.

5.152. The details of this recommendation would have to be worked out by the Railways. This would, however, eliminate the need for Government undertakings to resort to litigation."

5.153. Referring to the above observations of the Food Corporation of India, the Committee enquired if the Railways had examined the feasibility of the proposal. The representative of the Ministry stated:—

“We have not made any such examination in the past and we would not like to discriminate between the public sector and the private sector in the matter of settlement of claims. Our procedure should be the same whether it applies to A or B; I do not think we should discriminate between them, personally speaking.”

5.154. He further added that a simplification of the procedure with a view to lessening the period of settlement can be discussed.. “We will try whatever we can do.”

5.155. The Committee consider that since the Railways and other public undertakings in the country are subject to the same discipline, it is necessary for them to ensure that there is no cause for taking claims cases to courts for adjudication. Differences, if any, in this regard should be sorted out through mutual discussion at appropriate levels.

(i) *Consultative Committees*

5.156. The Committee pointed out that during their tours and also in the memoranda submitted to them, the Chambers of Commerce had impressed upon them the need for providing a forum where they could discuss their problems regarding movement of goods, claims etc., with the Railway authorities in an effective manner so that there could emerge a good rapport and understanding between the Railway administration and the business community. The Committee, therefore, enquired whether the Ministry had considered the feasibility of setting up Good Traffic Consultative Committees at the Divisional, Zonal and National levels, consisting of the small traders/entrepreneurs, the public sector organisations in the area, representatives of Chambers of Commerce and the concerned Railway officials. The representative of the Ministry stated that at present there were two levels for such a discussion. In the first instance, there were Station Consultative Committees which had been set up at stations where sizeable quantity of goods were booked. These committees consisted of the station staff and the principal traders in a particular area. The next higher level was that the Chamber of Commerce with whom the Railways held periodical meetings and discussions. Finally, at the National level they held discussions with major railway users on all aspects of railway working. Moreover, the General Managers whenever they went on tour, invariably met the concerned interests, particularly the Chambers of Commerce.

5.157. The Committee pointed out that what was visualised was a committee which was concerned exclusively with matters relating to the movement of goods traffic. The National, Zonal and Divisional Railway Users' Consultative Committees were concerned with a variety of other problems and it was not always possible for the business people to put forth their difficulties and grievances in these Committees in an effective manner. There were, on the other hand, a number of other smaller committees like book stall committee, canteen committee etc. which appeared to have outlived their utility. Moreover, it would be in the interest of the Railways themselves if in the face of growing competition with road services, they took some tangible steps to take the business community into confidence so that they were persuaded to patronise the Railways in preference to road services. The representative of the Ministry stated that there was no denying the fact the Railways should remain in touch with the business community since goods traffic gave them more revenue. The main object of the NRUCC, the ZRUCC and the DRUCC was to provide a forum to the merchants to give to the Railways their views about goods traffic. Amenities to passengers etc. were dealt with by a separate Committee.

5.158. He added that there was absolutely no difficulty in having meetings at the respective stations the affected interests. However, if meetings were to be held at the Divisional, Zonal or National headquarters, these could only be with parties which were organised at the respective levels. He stated that already there were too many committees and the time that was required to attend the meetings of these Committees, record and minutes, take follow up action on the recommendations and prepare for the next meeting etc. would increase the workload very heavily.

5.159. To a further question if it was not true that there was some lack of communication between the business and trading community and the Railways, particularly the small traders, the representative of the Ministry replied:—

“There is a wide gap between the users and the Administration. I am talking of small traders. We have not always been able to put our point of view across to them. Why we have not been able to give them good service, whether it is due to riots, civil commotions, floods, etc.; actually the small trader is not so well up in his knowledge of these as others are....I would suggest a via media that so far as the station level is concerned we can activate those committees a little more than they are now. These things can be done at the level of Divisional Commercial

Superintendent. At the Divisional level users' committee we can enlarge the representation to include representatives of the small traders from certain industrial towns or trading towns where trade is more."

5.160. In this connection, the Committee would like to refer to the following recommendation of the Expert Committee which has been accepted by Government:—

"Periodical meetings with the bigger undertakings Chambers of Commerce, State Governments will certainly be useful not only for more expeditious settlement of claims but also in clearing doubts and misunderstandings. Such meetings should be held quarterly or six-monthly, as a regular measure. At such meetings railways should not merely acquaint themselves with the complaints and suggestions of their major constituents but also seek their cooperation in regard to various measures of claims prevention."

5.161. The Committee consider that for any serious attempts at claims prevention and claims settlement to succeed, it is of the utmost importance that the Railways should keep themselves in close touch with all their regular customers, whether big or small, so far as the organised sector is concerned, this purpose is to a large extent served by the Divisional, Zonal and National Railway Users' Consultative Committees and also through meetings and liaison with representatives of Chambers of Commerce etc.

5.162. The Committee, however, consider that no forum is at present available to the small traders, entrepreneurs and other businessmen to ventilate their grievances in the matter of availability of wagons, booking and delivery of goods and settlement of claims etc.

5.163. It was admitted during evidence that there is room for activating the Station Consultative Committees which have been set up at stations where sizeable quantity of goods are booked, by enlarging their representation and by having more frequent meetings.

5.164. The Committee consider that a review of the usefulness of the plethora of Committees set up by the Railways at different levels is necessary with a view to rationalising and reducing their number so as to make them really effective. They would, therefore, like the Ministry to examine the question in all its aspects and to place concrete proposals before Parliament for reorganising the consultative machinery at all levels at an early date.

5.165. In the face of growing competition from road services, it is in Railways' own interest to take into confidence the trading and business community who are at present impelled to patronise road services for want of efficient, reliable and quick rail services so that they may feel a sense of involvement.

5.166. The Railways have rendered great service to the Nation during their existence of hundred years and more as carriers of goods and passengers from one corner of the country to the other and continue to play a vital role in the development, modernisation and industrialisation of the country. The crucial role played by the Railways during the recent wars in maintaining communications efficiently has been widely acclaimed by the entire Nation. The Committee have endeavoured in the earlier chapters of this report to focus attention on some areas relating to commercial operations and allied matters of public importance so that the Railways could make an intensive effort and bring about necessary improvements in these services in the Railways' own interest and in the larger public good.

February 12, 1973.  

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Magha 23, 1894 (S).

R. K. SINHA,  
Chairman,  
Railway Convention Committee.

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**APPENDICES**

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APPENDIX I.

(Vide para 2.4)

Statistics of ticketless travel on all Indian Railways for the years 1968-69, 1969-70 and 1971-72

Railway	No. of passengers detected travelling without tickets or with improper tickets				Amount of fare and excess charges recovered (in rupees)			
	1968-69	1969-70	1970-71	1971-72	1968-69	1969-70	1970-71	1971-72
Central	10,67,901	4,29,633 (-59.8)	2,31,876 (-78.3)	2,35,456 (-78.0)	45,04,719	40,67,569 (-9.7)	34,48,548 (-23.4)	36,19,609 (-19.6)
Eastern	19,76,274	6,03,326 (-69.5)	1,79,802 (-90.9)	2,57,232 (-87.0)	62,89,088	40,88,031 (-34.0)	25,09,341 (-60.1)	38,30,980 (-39.1)
Northern	8,97,090	3,97,341 (-55.6)	1,84,781 (-79.4)	2,00,609 (-77.6)	33,88,916	29,33,213 (-14.5)	21,02,075 (-38.0)	23,43,458 (-30.2)
N. E.	4,51,920	2,44,547 (-45.9)	1,07,549 (-76.2)	1,30,004 (-71.2)	52,91,733	14,97,739 (-71.7)	11,94,546 (-77.4)	15,67,318 (-70.4)
N. F.	4,68,642	1,99,245 (-57.5)	60,028 (-87.2)	51,580 (-89.0)	17,11,141	10,76,269 (-37.1)	6,55,559 (-61.7)	5,32,551 (-68.9)
Southern	6,46,557	3,12,118 (-51.7)	2,02,606 (-68.7)	2,26,653 (-64.9)	22,38,374	24,00,593 (+7.3)	25,69,670 (+14.8)	29,51,202 (+31.8)
S. C.	5,66,246	2,45,401 (-56.7)	1,40,967 (-75.1)	1,40,179 (-75.2)	26,26,974	19,77,461 (-24.7)	18,33,174 (-30.2)	18,47,678 (-29.7)
S. E.	9,96,458	3,45,457 (-65.3)	1,65,908 (-83.4)	1,85,146 (-81.4)	34,98,784	19,48,180 (-44.3)	14,96,204 (-59.1)	17,10,826 (-51.1)
Western	13,95,782	5,48,283 (-60.7)	2,53,042 (-81.9)	2,65,587 (-81.0)	44,76,169	37,06,590 (-17.20)	28,34,831 (-36.7)	31,56,464 (-29.5)
TOTAL	84,66,870	39,25,331 (-60.7)	15,26,559 (-82.0)	16,92,440 (-80.0)	3,40,25,903	2,36,93,636 (-30.4)	1,85,77,948 (-45.4)	2,15,60,086 (-36.6)

NOTE.—Figures in ( ) indicate percentage variation [increase (+) / decrease (-) over] the year 1968-69.



## APPENDIX II

(Vide para— 2.4)

Statement showing number of tickets sold and amount realised therefrom on all Indian Railways for the years 1968-69, 1969-70, 1970-71 and 1971-72.

Railway	No. of tickets sold ( in thousands )				Passenger earnings ( in thousands of rupees )			
	1968-69	1969-70	1970-71	1971-72	1968-69	1969-70	1970-71	1971-72
Central	44,02,79	48,53,65 (+10.2)	54,41,22 (+23.6)	53,41,52 (+21.3)	40,00,94	41,09,23 (+2.7)	44,83,48 (+12.1)	49,07,00 (+22.6)
Eastern	34,21,81	35,35,35 (+3.3)	34,25,86 (+0.12)	31,07,41 (-9.2)	33,65,48	34,54,06 (+2.6)	35,08,52 (+1.1)	37,41,11 (+11.1)
Northern.	24,26,48	24,87,38 (+2.5)	26,04,33 (+7.3)	26,79,07 (+10.4)	48,59,95	50,56,96 (+4.05)	55,38,72 (+14.0)	59,99,93 (+23.5)
N.E.	13,66,29	14,59,80 (+6.8)	15,19,86 (+11.2)	14,90,12 (+9.1)	19,60,72	22,94,18 (+17.0)	23,72,41 (+21.0)	25,26,44 (+28.9)
N.F.	4,69,03	4,74,87 (+1.2)	4,25,16 (-9.4)	2,95,77 (-36.9)	9,47,61	10,12,12 (+6.8)	10,01,41 (+5.7)	11,73,27 (+23.8)
Southern	20,66,41	22,16,11 (+7.2)	23,65,56 (+14.5)	25,63,72 (+24.1)	27,24,34	28,30,92 (+3.6)	30,61,35 (+12.4)	32,81,00 (+20.4)
S.C.	10,62,59	10,75,81 (+1.2)	11,83,88 (+11.4)	11,72,07 (+10.3)	23,56,65	23,18,16 (-1.6)	25,08,30 (+6.4)	26,13,21 (+10.9)
S.E.	10,87,65	11,36,51 (+4.5)	11,09,56 (+2.0)	10,73,65 (-1.3)	17,44,97	19,26,75 (+10.4)	19,82,34 (+13.6)	21,06,90 (+25.9)
Western.	58,23,06	61,45,04 (+5.5)	62,35,93 (+7.1)	66,69,75 (+14.5)	45,49,41	43,93,33 (-3.4)	50,98,81 (+12.1)	54,03,83 (+18.8)
TOTAL	2,21,26,11	2,33,84,53 (+5.7)	2,43,11,36 (+9.9)	2,43,93,08 (+10.2)	2,65,10,97	2,78,86,21 (+5.2)	2,95,49,38 (+11.5)	3,18,52,62 (+20.2)

NOTE :—Figures in ( ) indicate percentage variation [increase(+)/decrease(-)] over the year 1968-69.

### APPENDIX—III

(Vide para 2·16)

*Results of drives against ticketless travel conducted jointly by Railways and State Governments in Gujarat, Punjab and Rajasthan*

Particulars	Gujarat drive (from 15-3-72 to 30-4-72) 1½ months	Punjab drive (from 1-5-72) to 30-6-72 (2 months)	Rajasthan drive (from 10-7-72) to 9-8-72) (1 month)
1. Total No. of persons detected travelling without tickets or with improper tickets	16,760	7,877	8,785
2. Amount realised from them	Rs. 1,73,787	Rs. 90,555	Rs. 1,01,334
3. (a) No of tickets sold during the period of the drive	173 lakhs	103·06 lakhs	43·62 lakhs
(b) No of tickets sold during the corresponding period of the previous year	168 lakhs	97·04 lakhs	38·07 lakhs
(c) % age variation	+3·1*	+6·2	+4·6
4. (a) Earnings from the sale of tickets during the period of the period of the drive	Rs. 260 lakhs	Rs. 276·42 lakhs	Rs. 103·46 lakhs
(b) Earnings from the sale of tkya during the corresponding period of the previous year	Rs. 234 lakhs	Rs. 225·77 lakhs	Rs. 92·52 lakhs
(c) % age variation	+10·8	=28·4	+11·8

\*This increase was recorded despite the fact that the peak marriage season fell during April in 1971 whereas in the current year, the marriage season started in the middle of May, after the conclusion of the drive.

## APPENDIX IV

(Vide Para 2-29)

*List of sections on Indian Railways where Ticketless Travel is considered rampant*

### 1. CENTRAL RAILWAY

Divra—Parvel  
Kalyan—Kasara  
Karjat—Khopoli  
Kurla—Mankhurd  
Thana—Kalyan  
Kalyan—Karjat  
Igatpuri—Manmad  
Khandwa—Itarsi  
Manikpur—Allahabad  
Katni—Manikpur  
Katni—Bina  
Jabalpur—Katni  
Mathura—Delhi  
Bhopal—Itarsi  
Kanpur—Orai  
Kanpur—Banda  
Ait—Kunch  
Gwalior—Bhind  
Bhopur—Tantpur  
Wardha—Balharshah  
Amala—Parasia  
Tadali—Ghughus

### 2. EASTERN RAILWAY

Howrah—Bandel Main Line  
Sahibganj—Kiul  
Jamalpur—Monghyr  
Bhagalpur—Mandir Hill  
Suburban Sections of Sealdah Division  
Ranaghat—Lalgola  
Andal—Sainthia  
Madhupur—Giridih  
Garwa Road—Chopan  
Dhanbad—Chandrapura  
Dhanbad—Pathardih  
Daltongani—Japla  
Patna—Gaya

Kiul—Gaya  
 Mokameh—Barauni  
 Dehri-on-Sone-Garwa Road  
 Patna—Buxar

### 3. *NORTHERN RAILWAY*

Moradabad—Saharanpur  
 Najibabad—Kotdwara  
 Bareilly—Aligarh  
 Hardwar—Rishikesh  
 Laksar—Dehradun  
 Moradabad—Sambhal Hatim Sarai  
 Balmau—Sitapur  
 Meerut—Khurja Jn.  
 Sitapur—Shahajahanpur  
 Balmau—Kanpur  
 Kalka—Simla  
 Delhi—Jind  
 Jind—Bhatinda  
 Narwana—Kurukshetra  
 Delhi—Ambala  
 Saharanpur—Ambala  
 Delhi—Rewari  
 Sadulpur—Bikaner  
 Rewari—Sadulpur  
 Bhatinda—Fazilka  
 Tundla—Kanpur  
 Kanpur—Allahabad  
 Mughal Sarai—Allahabad  
 Etah—Tundla  
 Agra Cantt.—Tundla  
 Ghaziabad—Tundla  
 Shikohabad—Farrukhabad  
 Chunar—Chohan  
 Lucknow—Faizabad  
 Faizabad—Varanasi  
 Lucknow—Partapgarh  
 Partapgarh—Varanasi  
 Varanasi—Mughal Sarai  
 Lucknow—Kanpur  
 Kanpur—Uchahar  
 Faizabad—Allahabad  
 Jaunpur—Allahabad  
 Lucknow—Sultanpur  
 Jaunpur—Sultanpur  
 Akbarpur—Tanda  
 Rae Bareilly—Uchahar  
 Lucknow—Alamnagar

*Northern Railway (Contd.)*

Suratgarh—Hanumangarh  
 Bikaner—Hanumangarh  
 Hissar—Bhatinda  
 Sardar Shahar—Ratangarh  
 Ferozpur—Bhatinda  
 Jullundur—Jaijon Doaba  
 Pathankot—Jogindernagar  
 Batala—Qadian  
 Ferozpur—Fazilka  
 Ferozpur—Jullundur City  
 Amritsar—Khemkaran  
 Hanumangarh—Bhatinda  
 Sadulpur—Hissar  
 Rewari—Hissar  
 Sadulpur—Hanumangarh  
 Ludhiana—Lohian Khas  
 Jullundur—Pathankot  
 Pathankot—Amritsar  
 Bhatinda—Hindumalkot  
 Ferozpur—Ludhiana  
 Amritsar—Dera Baba Nanak  
 Amritsar—Atari

**4. NORTH EASTERN RAILWAY**

Moradabad—Rajnagar—Lalkua  
 Mathura—Vrindaban  
 Burhwal—Sitapur  
 Gorakhpur—Nautanva  
 Katerniaghat—Nepalganj Road  
 Darbhanga—Nirmali  
 Raxaul—Sagauli  
 Samastipur—Khagaria  
 Saharsa—Saraigarh  
 Banmankhi—Behariganj  
 Thanabihpur—Bhagalpur  
 Aunrihar Jn. Jaunpur  
 Bhatni—Barhaj Bazar  
 Daronda—Mahraiganj  
 Chupra—Thawe  
 Pilibhit—Shahjahanpur  
 Pilibhit—Tanakpur  
 Brahmavart—Mandhana  
 Manakpur—Katra  
 Gonda—Nepalganj Road  
 Mailani—Kaurialaghat  
 Gauriphanta—Chandan Chawki  
 Sabri—Jayansgar

Mansi—Saharsa  
 Saharsa—Banmankhi  
 Banmankhi—Purnea Court  
 Madhosingh—Chilh  
 Indara—Dohrighat  
 Ballia—Shahganj  
 Chhitauni—Captainganj

5. *Northeast Frontier Railway*

Mariani—Jorhat—Furkating  
 Chaparmukh—Moirabary  
 Katakhat—Lalghat  
 New Mal—Lataguri—Ramshai  
 Karimganj—Dharmanagar  
 Alipurduar Jn. Bamanhat  
 New Bongaigaon—Jogighopa  
 Rangapara North—Murkong Selek  
 New Jalpaiguri—Darjeeling  
 Simalguri—Moranhat  
 Makum—Dangari  
 Silchar—Maishashan  
 Baraigram—Dullah cherra  
 Alipurduar Jn.—Jainti  
 Fakiragram—Dhubri  
 Ranhiya—Tezpur  
 New Jalpaiguri—Jalpaiguri

6. *Southern Railway*

Chingleput—Arkonam  
 Hubli—Arsikera  
 Bangalore—Bangarapet (NG)  
 Chikajur—Chitaldrug  
 Arsikere—Mysore  
 Bangalore—Salem  
 Guntakal—Bangalore  
 Katpadi—Renigunta  
 Madras—Cuddapah  
 Erode—Shoranur  
 Cannanore—Mangalore  
 Mottupalayam—Ootacamund  
 Tiruchchirappalli—Erode  
 Nilambur—Shoranur  
 Villupuram—Pondicherry  
 Tiruchchirappalli—Rameswaram  
 Vridhachalam—Cuddalore  
 Dindigul—Coimbatore  
 Bangarepet—Marikuppam  
 Arsikera—Bangalore

Mysore—Bangalore  
 Birur—Talaguppa  
 Mysore—Chamrajnagar  
 Cuddapah—Raichur  
 Dharamavaram—Pakala  
 Renigunta—Gudur  
 Salem—Mettur Dam  
 Shoranur—Cannanore  
 Shoranur—Cochin  
 Harbour Terminus  
 Coimbatore—Mettupalayam  
 Ernakulam—Quilon  
 Trivandrum Central—Shencotta  
 Madurai—Manamadurai

7. *South Central Railway*

Donakonda—Nandyal  
 Vijayawada—Guntur  
 Guntur—Macheria  
 Bitragunta—Nellore  
 Suburban (Secunderabad)  
 Kazipet—Vijayawada  
 Vikarabad—Purli—Baijanath  
 Bellary—Hospet  
 Bijapur—Sholapur  
 Collem—Margao  
 Sholapur—Kurudwadi

8. *South Eastern Railway*

Bilaspur—Katni  
 Raipur—Dhamtari—Rajim  
 Naupada—Gunupur  
 Rourkela—Hatia  
 Tata—Rajkharwan Gua  
 Anupur—Chirimiri Bistrampur

9. *Western Railway*

Indore—Mhow  
 Ahmedabad—Khedbrahma  
 Sikar—Churu  
 Achneta—Agra Fort





## APPENDIX VI

(Vide para 3·8)

*Statement showing number of cases of thefts & pilferages of goods and the value of property stolen on Zonal Railways during 1969, 1970 & 1971.*

	1969							Total			
	Central	Eastern	Northern	N.E.	N.F.	Southern	S.C.		S.E.	Western	
(1) <i>Yard thefts (Complete Packages)</i>											
No. of cases	85	123	87	91	83	29	82	54	303	737	
Value (in Rs.)	75,891	1,58,860	75,031	66,481	55,066	12,476	51,443	38,681	50,738	5,84,667	
(2) <i>Goods sheds, parcel offices and platform thefts (complete packages)</i>											
No. of cases	39	18	70	22	91	26	38	16	47	367	
Value (in Rs.)	12,080	38,918	45,654	18,870	5,107	9,649	14,310	16,268	24,337	1,85,093	
(3) <i>Running train thefts (complete packages)</i>											
No. of cases	26	308	172	113	39	12	79	62	88	899	
Value (in Rs.)	75,094	3,65,696	2,55,341	94,896	41,968	26,730	48,163	73,426	1,19,424	11,00,738	
(4) <i>Pilferages.</i>											
No. of cases	2821	6,432	852	52	1420	387	1925	4960	6009	24,858	
Value (in Rs.)	2,29,611	23,68,939	82,227	14,673	5,30,873	3,55,580	2,38,003	14,29,598	6,84,191	59,33,695	
(1) <i>Yard thefts (complete packages).</i>											
No. of cases	75	169	67	78	105	25	29	101	66	715	
Value (in Rs.)	90,935	4,31,331	58,639	[67,029	1,36,560	22,041	23,228	1,17,559	[ 52,211	9,69,513	

1970

(2) Goods stolen, Parcel offices and  
 Plat forms thefts (com-  
 plete packages). . . . . 36 20 63 30 33 375  
 No. of cases. . . . . 58,850 19,685 56,634 30,587 11,382 19,550 20,073 2,28,252  
 Value (in Rs.) . . . . . 17 19 86 120 33 20,073 2,28,252

(3) Running trains thefts (complete  
 packages). . . . . 69 460 161 108 91 86 120 1,169  
 No. of cases. . . . . 81,080 8,44,315 2,25,077 77,524 54,809 64,024 1,05,976 2,18,745 17,23,095  
 Value (in Rs.) . . . . . 19 11,545 55 86 120 33 20,073 2,28,252

(4) Differences.  
 No. of cases . . . . . 1216 14,731 852 160 1801 1071 15663 4360 34593  
 Value (in Rs.) . . . . . 2,94,019 72,35,754 1,34,887 47,199 9,61,802 2,00,971 23,41,717 6,51,164 1,25,08,376

1971

(1) Yard thefts (complete packages)  
 No. of cases . . . . . 96 216 137 85 155 44 97 79 924  
 Value (in Rs.) . . . . . 1,46,898 5,42,687 1,49,623 97,501 1,62,059 33,428 3,47,048 49,013 15,38,688

(2) Goods stolen, Parcel offices and  
 Platform thefts (complete  
 packages). . . . . 43 27 86 27 21 20 32 39 390  
 No. of cases. . . . . 25,849 21,036 63,420 30,185 15,647 18,040 61,142 48,686 3,00,603  
 Value (in Rs.) . . . . . 25 21 122 133 65,614 68,042 1,79,167 1,61,951 20,02,071

(3) Running trains thefts (com-  
 plete packages). . . . . 112 509 178 133 122 21 148 124 1397  
 No. of cases. . . . . 2,18,208 8,94,515 2,33,948 1,46,834 65,614 33,792 1,61,951 20,02,071  
 Value (in Rs.) . . . . . 1718 14,699 5166 56 255 5265 1347 4901 37778

(4) Differences.  
 No. of cases. . . . . 1718 14,699 5166 56 255 5265 1347 4901 37778  
 Value (in Rs.) . . . . . 2,27,815 92,28,098 6,60,357 19,037 5,353 9,22,767 2,26,657 50,77,584 5,46,532 1,49,18,580

**APPENDIX VII**

(Vide para 3.60)

*Statement showing the number of thefts by wagon breaking/bleeding (Pilferages) Zone-wise and value of property lost during each of last 3 years.*

Zonal Railways	Thefts (from wagons in trains and yards)											
	1969			1970			1971			1972		
	No. of thefts	Value of property lost	No. of thefts	Value of property lost	No. of thefts	Value of property lost	No. of cases	Value of property lost	No. of cases	Value of property lost	No. of cases	Value of property lost
Central	161	1,50,985	144	172,015	208	3,65,106	2,821	229,611	1,216	2,84,019	1,718	2,27,815
Eastern	431	5,24,556	638	12,75,646	725	14,37,202	6,432	23,68,939	14,731	72,35,754	14,659	92,28,098
Northern	259	3,30,372	228	2,83,716	315	3,83,571	852	82,027	852	1,34,887	5,166	6,60,357
North-Eastern	204	1,61,377	186	1,44,553	208	2,44,125	52	14,673	160	47,199	56	13,037
Northeast-Frontier	122	97,034	196	2,31,369	277	2,27,713	14,200	5,30,873	213	9,61,802	255	5,353
Southern	41	39,206	44	33,386	36	44,383	387	3,55,580	4,239	6,40,963	5,265	9,22,767
South Central	161	99,606	84	87,252	104	1,01,479	1,925	2,38,003	1,071	2,02,971	1,347	2,36,637
South Eastern	116	1,12,107	187	2,23,515	245	5,26,215	4,967	14,29,598	5,663	23,41,717	4,901	30,77,984
Western	191	1,70,162	186	2,70,956	203	2,10,964	6,009	6,84,191	4,360	6,51,164	4,371	5,46,532
<b>TOTAL</b>	<b>1,686</b>	<b>1,585,405</b>	<b>1,893</b>	<b>27,22,608</b>	<b>23,21</b>	<b>3,540,749</b>	<b>24,865</b>	<b>59,33,695</b>	<b>32,505</b>	<b>1,25,00,476</b>	<b>37,778</b>	<b>1,49,18,580</b>

**NOTE:—** (1) Separate figures for wagon breaking are not maintained in the RPF. However, wagon breaking occurs on running trains and in yards. Hence, the figures of Running Train Thefts and Yard Thefts have been furnished which will represent the incidence of thefts due to wagon breaking.

(2) Similarly, figures of thefts due to bleeding are not maintained. Such thefts come under the general heading of Pilferage. It is roughly estimated that about 50 to 60 percent of pilferages are due to bleeding of consignments, through door crevices, panel cuts and body cuts of wagons.

## APPENDIX VIII

(vide para 3.152)

*Details of the scheme for provision of pilfer-proof fittings in trains*

### 1. Battery:

Cell—A mild steel rod with threads over long portion of the same, at both ends outside the box and with check nuts so as to make removal of the former difficult, should be provided.

Cell connector—As copper cell connectors get stolen, aluminium cell connectors should be used.

Fastener for cell connector—As brass fasteners get stolen, mild steel fastener should be used.

### 2. Dynamo:

All the components of the dynamo except armature winding, commutator and flexible braid connections have been changed over from copper/alloyed copper into aluminium/mild steel.

Removal of all assemblies screws and bolts have been made difficult by adopting contrivances such as provision of skirts and caps around the fixing bolts for en-shields, field poles and pulley. Special tools are required to dismantle the machine.

Over-voltage and over-charge relay; Over-voltage and over-charge relays with aluminium coils only should be procured and used. To reduce the non-ferrous metal content still further, transistorised (static) over-voltage and over-charge relays have been developed. When adequate supplies of these relays become available, these only should be used.

### 3. Switch gear:

With the adoption of the modified system, there has been elimination and/or substitution by other alternatives of the equipment given hereunder:—

Auto cut-in and cut-out switch Auto-Cut-in and cut-out switches consisting of copper coils and contacts should be replaced by blocker assemblies.

**Battery change-over switch:** Battery change-over switch with copper coil and phosphor-bronze contacts should be eliminated and batteries should be permanently paralleled, to form a single battery system.

**Load switch—Electro magnetic load switches** and their remote control by guards, through guard control switches, should be abandoned and control of lights and fans should be provided locally by double pole iron-clad switches or miniature circuit breakers. In coaches due for rewiring electro-magnetic load switches for controlling lights and fans and their associated remote control switches containing phosphorbronze contacts should be replaced by rotary switches in junction boxes for controlling lights and fans in individual coaches.

**Junction boxes—24 way junction box** containing copper and brass components should be modified/simplified by making use of aluminium and mild steel components, 15 way junction box containing copper and brass should be eliminated. Coaches due for rewiring should be wired according to Modified Trainlighting System. Junction boxes with aluminium and mild steel components, should be used.

**Intervehicular coupler—Intervehicular couplers** with 5-way terminal boards containing conductor copper flexible cables and brass components should be eliminated by resorting to portable emergency couplers with a aluminium conductor flexible cables connected between coupler sockets by coupler plugs.

#### **4. Lamp Resistance:**

The terminal block of lamp resistance should be changed over from brass to aluminium.

#### **5. Wiring and wiring accessories:**

##### **Cables:**

Copper conductor cables are totally prohibited and only aluminium conductor cables should be used. Underframe cables should be cleated and covered by mild steel troughing. The CLEATS should be in two halves with individual semi-circular grooves for various cables. Interior cables should also be cleated and encased. Copper terminations should be substituted by crimping of terminations to improve jointing and to avoid theft of solder.

All the three production units have changed over to cleated and throughed arrangements for wiring. Railways may obtain detailed drawings from the production units to implement the same on the coaches due for re-wiring during POH in railway workshops.

Tumbler switch—Switches meant for domestic purposes should not be used. It should be ensured that they conform to drawings for tumbler switch specially evolved for coaches. FUSE CUT-OUT—Fuse cut-out should be sunk in the interior panel of the coach and provided with a sliding door. In coaches wired to 'Modified Train Lighting system', distribution fuse boards, should be used.

#### 6. FITTINGS:

Light fittings—Lamp holders should be changed over from brass to aluminium. Lamps with aluminium caps should be used.

#### FAN:

Field coils of fans should be changed over from copper to aluminium. Brass brush holders should be replaced by aluminium brush holders.

To prevent theft of ball-bearings, field coils with pole pieces etc. removal of all assembly screws should be difficult by filling the screw heads with solder of correct grade.

#### 7. Train Lighting Belting:

As an anti-theft measure in train lighting belt, the monogram of 'Indian Railways' is provided once in every two metres. As, inspite of provision of this monogram thefts do occur, use of endless V-belts for transom mounted generators, drawings, technical particulars etc. of which have already been circulated to railways, should be progressed expeditiously.

Instructions for provision of anti-theft measures in Coaches issued by RDSO from time to time are given below:—

For goods stock, components prone to pilferage are constantly reviewed by the R.D.S.O. to make them less attractive for pilferage by effecting design modifications or adopting alternative materials. Important anti-pilferage measures in respect of wagon fittings and components taken in the recent past are enumerated below, with the letter references:

- (i) Use of SGCI (cast iron) shells in replacement of bronze shells for wagon axle journals bearings. (RDSO letter

No. CW/AB/8 dated 13/30-11-1968 and Boards letter No. DR(HB|27|67-A dated 13.9.67).

- (ii) Re-designing of brake beams using pipes and flats in place of plate which lends itself readily for re-rolling (RDSO letter No. MW/CR dated 17-8-71).
- (iii) Anti-theft security devices on brake gear components of wagons (RDSO's letters No. MW/INV dated 8-2-72 and MR|CR dated 24|25-8-71).
- (iv) Fabricated design of stanchions of BFR type wagons in replacement of solid forged stanchions which lend themselves readily for re-rolling (RDSO letter No. MW|BWR dated 8-10-1971).
- (v) Welding flat piece over the door locking piece of prevent pilferage of door locking spindle of top hinged doors of BOX wagons. (R.D.S.O. letter No. MW/BOX/Defects dt. 4-9-72).
- (vi) Issue of consolidated instructions covering anti-pilferage measures for BOX wagons (R.D.S.O. letter No. MW|BOX|MOD dated 8-2-1972).
- (vii) Changing materials/designs of important tank wagon components such as:—
  - (a) Stop-valve bridges and bush to Drg. No. W/TF-1915 and W/TF-1916 respectively.
  - (b) Stop valve to Drg. No. W/TF-1918.
  - (c) Stop valve seating to Drg. No. W/TF-1919.
  - (d) Valve, nut and valve seating to Drg. No. 2111/58 Item J, E and C respectively, used in the bottom discharge assembly of tank wagons type 'TOH', 'TR' and new 'TBT'.

These anti-pilferage measures were advised to the Board under R.D.S.O. letter No. MW/WT/IMP dated 2-12-1971 and circulated by the Railway Board to the Zonal Railways vide their letter No. 71/M(N)/1951/77 dated 14-12-1971.

- (viii) Altering the design of the master valve fittings of TORX type tank wagon, to incorporate a diaphragm plate as shown in Sketch No. 72515. The Railways were advised vide R.D.S.O. letter No. MW|WT|IMP dated 18-3-1972, with a copy to the Railway Board.

- (ix) Evolution of a new design of 'Valve Protector' to R.D.S.D. Drg. No. 57270. The Railways were advised to have a few TPR wagons fitted to this protector for service trials. It is considered that adoption of this fittings would reduce the incidence of pilferage of bottom discharge valves.

2. Similarly, for coaching stock also measures have been taken to prevent pilferage of fittings. These include:

- (i) Mouldings made of aluminium which have a high scrap value being replaced by mild steel or timber duly painted over,
- (ii) Moulded fibre-glass fittings being developed to replace stainless steel fittings.
- (iii) Consolidation of the instructions issued from time to time and circulation of the various methods developed to secure more effectively the fittings liable for pilferage, to the Railways and Production Units under R.D.S.O. letter No. MC/TPC dated 25/28-1-1972.



**APPENDIX IX**

(vide para 3.156)

*Statement showing Thefts of Railway Stores, Material & Equipment from Workshops and Stores during the years 1969-70 and 1971*

	No. of cases regd.		Value of Property stolen (Rs.)		Value of Property recovered (Rs.)		No. of culprits apprehended		No. of culprits convicted								
	1969	1970	1969	1970	1969	1970	1969	1970	1969	1970							
<b>Railways</b>																	
Central	67	75	11118	28542	22117	2562	3570	900	2	13	10	49	47	15	3	..	
Eastern including CLW	104	20	65139	55049	55330	13830	2573	115	16	2	..	4	3	..	..	..	
Northern	9	13	972	9274	38045	55	655	993	..	..	1	5	7	6	..	..	
North Eastern including DLW	9	33	1009	21880	135554	9	14949	672	..	2	..	..	1	..	..	..	
North-East Frontier	35	51	9946	25319	25365	15330	3980	3739	..	8	5	30	24	12	..	..	
Southern including ICF	17	30	9286	10733	4926	139	3338	3186	..	12	1	2	21	46	..	9	
South Central	34	10	3631	27229	2815	2025	1675	2721	10	3	2	24	4	6	7	..	
South Eastern	17	23	8714	72722	44231	1968	11745	5568	1	4	8	2	..	..	..	..	
Western	11	20	2575	5809	8079	1110	1158	..	5	1	..	8	..	4	..	..	
<b>TOTAL</b>	<b>303</b>	<b>275</b>	<b>112390</b>	<b>226757</b>	<b>337462</b>	<b>37028</b>	<b>30253</b>	<b>17894</b>	<b>34</b>	<b>45</b>	<b>27</b>	<b>124</b>	<b>107</b>	<b>89</b>	<b>7</b>	<b>12</b>	<b>1</b>

## APPENDIX X

(vide para 4.1)

*Note showing the organisational set-up, the staff strength (category-wise) and the expenditure incurred on the Rly. Protection Force during each of the last 3 years (Zone-wise).*

### *Organisation (In Railway Board's Office)*

The organisational set-up of the Rly. Protection Force is on the lines of the Civil Police Force with the Inspector General in Command, responsible for its administration, subject to the superintendence of the Central Government and acting within the Rules framed by the Government under the Railway Protection Force Act, 1957 and the Railway Protection Force Rules, 1959. For better co-ordination and speedy disposal of the policy matters affecting the Force, the Inspector General is also an *ex-officio* Director (Sec.) in the Railway Board's office of the Ministry of Railways. He is assisted by two Deputy Inspectors General who are also *ex-officio* Joint Directors, an Assistant Inspector General (*ex-officio* Deputy Director), a Deputy Director (Crime), an Assistant Security Officer (Crime) and an Assistant Inspector of Arms.

A Central Crime Bureau consisting of 5 Teams, each under the charge of an Inspector also functions in the Security Directorate of the Railway Board's Office. These teams are assigned investigation/detection of inter-Railway crimes of different categories e.g. fraudulent diversion of wagons, forged Railway Receipts, serious cases of thefts of consignments and Railway materials as also maintenance of complete records/dossiers of known/suspected criminals operating on the Railways.

### *Organisation on Zonal Railways*

The Railway Protection Force on each Zonal Railway consists of the following branches:—

1. Uniformed Branch (including Prosecution Staff).
2. Armed Branch.
3. Intelligence Branch (Special and Crime).
4. Fire Service Branch.

These Branches are manned by Class III and Class IV staff of the following ranks:—

**Class III.**

Inspector  
Sub-Inspector  
Assistant Sub-Inspector  
Motor Drivers

**Class IV.**

Head Rakshak  
Senior Rakshak  
Rakshak  
Followers (e.g. Cook, Kahar,  
Dhobi, Mochi, Sweeper, Barber etc.)

All the above noted Branches function under the Chief Security Officer, who works under the overall supervision of the General Manager and is also the Head of the Security Department. The Chief Security Officers are of the rank of Deputy Inspector General of Police and are taken from the State Police on deputation for a period of 5 years. Similarly, Police Officers of the rank of Superintendent and Deputy Superintendent are taken on deputation from the State Governments to man 50 per cent of the posts of Security Officers and Assistant Security Officers respectively on the Zonal Railways. Each Chief Security Officer has two or more Security Officers and a number of Assistant Security Officers under him.

**1. Uniformed Branch.**

For purposes of administration, each Zonal Railway is divided into Divisions under the immediate charge of an Assistant Security Officer. Two or more Divisions are put under the charge of a Security Officer. Each Division is further divided into two or more Circles each placed under the charge of an Inspector. The Circles are sub-divided into a number of posts, each post being under the charge of a Sub-Inspector having a specified jurisdiction. Subordinate to each Post, there are a number of Outposts under the charge of Assistant Sub-Inspectors. The entire staff manning the Posts and Outposts is part of the Uniformed Branch.

**2. Armed Branch.**

The composition of the Armed Branch is in Company formation. Each of the Armed Companies, consisting of 3 Platoons, is placed under the command of an Inspector called the Company Commander.

Besides the Company Commander, there is one Sub-Inspector who acts as Assistant Company Commander, 2 Assistant Sub-Inspectors as Platoon Commanders, 9 Head Rakshaks, 9 Senior Rakshaks and 90 Rakshaks. The Head Rakshak and Senior Rakshak are in charge of Sections and half Sections respectively. One Cook and one Kahar per Platoon and 5 supernumerary Followers per Company are also provided. For the quick mobility of the Force a Company is also provided with adequate number of motor vehiculars and motor drivers.

At the headquarters of the Zonal Railways such number of Officers and other ranks as required in the Adjutant's Branch, Quarter Master's Branch, Stores, Tradesmen, Office Staff and Followers are also provided.

### 3. Intelligence Branch.

The Intelligence Branch which forms part of the Uniformed Branch has two Wings viz. (i) Special Intelligence; and (ii) Crime Intelligence, each under the Assistant Security Officer posted at the headquarters of the Chief Security Officer on the Zonal Railways.

The Assistant Security Officer in charge of Special Intelligence Branch is normally a gazetted Police Officer taken on deputation from one of the States served by the Railways. He is assisted by such number of Inspectors, Sub-Inspectors and other ranks of the Force as required. Normally an Inspector is posted at Divisional Headquarters or important Railway Stations and Workshops while a Sub-Inspector is posted at less important Railway Stations etc. within the Regional/Divisional limits. Necessary staff is provided to each Inspector and Sub-Inspector for maintaining secret records and collection of intelligence.

The Crime Intelligence Branch is divided into two Sections viz. (i) Central Crime Bureau; and (ii) Central Detective Wing. The Central Detective Wing has also a Dog Squad attached to it. The Crime Intelligence Branch functions centrally under the direct control and guidance of the Chief Security Officer. The Assistant Security Officer in-charge of this Branch, as far as possible, is a gazetted Police Officer having sufficient experience of Crime intelligence work.

The Inspector in-charge of Central Crime Bureau has a number of Sub-Inspectors, Asstt. Sub-Inspectors and Head Rakshaks according to the volume of work. All Officers and other ranks in the Detective Wing work under the direct guidance and supervision of the Asstt. Security Officer in-charge of the Crime Intelligence Branch. It is the responsibility of the Assistant Security Officer to

despatch quickly the R.P.F. Dogs to a scene of occurrence. The Dog handler is usually helped by one of the Inspectors|Sub-Inspectors.

**(iv) Fire Service Branch.**

The Fire Service Branch on the Zonal Railways works directly under the Chief Security Officer who is responsible to the General Manager as also to the Inspector General/RPF for prevention and extinction of fires on the Railways. The Chief Security Officer is assisted by an Asstt. Security Officer (Fire). There are two Branches working under the Asstt. Security Officer (Fire) i.e. (a) Operation and (b) Fire Prevention and Maintenance. Contingents of the Fire Service Branch are posted at various big Stations, Workshops, Stores Depots etc. They are known as Fire Stations and are supplied with the requisites number of Trailer Pumps, Fire Extinguishers and other appliances necessary for manning a Fire Station. Normally the Fire Stations are under the charge of a Sub-Inspector (Fire) who is also required to pass the Station Officers Course at the National Fire Service College, Nagpur before he is actually posted at a Station. The Operators of the Trailer Pumps and other mobile units are Head Rakshaks. The requirement of staff for a mobile unit station is normally as follows:—

Sub-Inspector (Fire) Gr. I	.	.	1	} Per shift
Sub-Inspector (Fire) Gr. II	.	.	1	
Head Rakshak (Fire)	.	.	1	
Motor Driver-cum-Trailer Pump Operator	.	.	1	
Rakshak (Fire)	.	.	5	

Staff posted for a static unit consists of—

Sub-Inspector (Fire) Gr. II	.	.	1	} Per shift
Head Rakshak (Fire)	.	.	1	
Trailer Pump Operator	.	.	1	
Rakshak (Fire)	.	.	4	

A statement showing the strength (category-wise) of the Railway Protection Force and expenditure thereon during the last 3 years i.e. 1968-69, 1969-70 and 1970-71 is given as Annexure to this note.

ANNEXURE

Statement showing the Strength of the Railway Protection Force (Zone-wise and Category-wise) and expenditure thereon during the last 3 years

Sl. No.	Railway	Year	Admini- trative	Staff strength				Total	Cost (Rs.)
				Class I	Class II	Class III	Class IV		
1	Central	1968-69	4	5	6	7	8	9	10
		1968-69	1	2	11	434	6,115	6,563	1,28,45,154
		1969-70	1	2	13	448	5,992	5,456	1,34,61,471
		1970-71	1	2	12	461	6,139	6,615	1,52,87,057
2	Eastern	1968-69	1	5	15	804	8,934	9,759	1,85,87,378
		1969-70	1	4	15	821	8,820	9,661	1,96,71,989
		1970-71	1	4	15	821	8,986	9,827	2,06,06,168
3	Northern	1968-69	1	3	14	408	7,603	8,029	1,68,14,980
		1969-70	1	3	14	408	7,451	7,877	1,74,62,300
		1970-71	1	3	16	408	7,514	7,942	1,96,41,613
4	North-Eastern	1968-69	1	2	10	370	4,145	4,528	86,18,356
		1969-70	1	2	11	396	4,114	4,524	91,51,763
		1970-71	1	2	10	371	4,089	4,473	1,02,05,326

1	2	3	4	5	6	7	8	9	10
5.	Northeast Frontier								
		1968-69	1	1	6	479	3,731	4,218	74,971,170
		1969-70	1	3	9	495	3,782	4,290	83,02,267
		1970-71	1	3	10	614	3,700	4,328	94,66,650
6	Southern								
		1968-69	1	2	14	558	5,202	5,577	93,91,723
		1969-70	1	2	13	547	5,096	5,659	99,01,310
		1970-71	1	2	13	548	5,077	5,641	1,13,09,960
7	South-Central								
		1968-69	1	1	10	299	2,810	3,121	66,99,089
		1969-70	1	1	9	295	2,745	3,049	64,80,361
		1970-71	1	1	9	297	2,810	3,116	71,94,078
8	South-Eastern								
		1968-69	1	3	14	657	6,202	6,877	1,44,42,490
		1969-70	1	3	16	678	5,770	7,468	1,53,04,998
		1970-71	1	3	15	721	7,001	7,801	1,72,99,502
9	Western								
		1968-69	1	2	16	553	6,467	7,098	1,40,20,726
		1969-70	1	2	13	608	6,185	6,809	1,41,81,589
		1970-71	1	2	14	674	6,412	7,103	1,54,20,865

10 GRAND TOTAL	.	.	.	1968-69	9	21	110	4,552	51,009	55,701	10,82,42,006
				1969-70	9	22	113	4,696	50,953	55,793	11,40,07,958
				1970-71	9	22	114	4,915	51,788	56,848	12,64,31,219



APPENDIX XI

(Vide Para 5.60)

Statement showing the No. of claims cases pending during the last three years (Zone-wise)

S. No.	Details	Zone											Total				
		3	4	5	6	7	8	9	10	11	12						
1	No. of claims pending at the end of:																
	1969-70	4,221	16,581	12,553	3,748	3,074	3,614	2,242	8,326	4,968	59,327						
	1970-71	5,925	18,624	11,059	8,871	3,683	3,075	2,152	10,672	4,674	68,735						
	1971-72	6,396	24,464	12,865	6,023	8,920	2,634	2,800	14,833	5,186	84,111						
2	No. of claims outstanding for more than one year.																
	1969-70*																
	1970-71	100	293	61	392	Nil	6	12	379	1	1,244						
	1971-72	78	746	64	476	Nil	31	47	1,276	5	2,723						
3	No. of claims pending for more than six months but than one year :																
	1969-70*																
	1970-71	470	628	420	1,099	53	92	155	962	76	2,955						
	1971-72	290	2,509	305	880	185	168	273	2,802	125	7,537						

4 No. of claims pending  
for more than three  
months but less than  
six months . . . .  
1969-70\*

1970-71	879	2,725	1,436	1,330	422	228	315	1,990	297	9,623
1971-72	1,454	4,530	2,277	1,140	1,157	292	350	2,854	726	14,780

\* Figures for 1969-70 are not available in this proforma.

## APPENDIX XII

(Vide para 3 of Introduction).

*List of individuals/organisations who have furnished memoranda to the Railway Convention Committee*

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### (1) *Members of Parliament*

1. Shri D. D. Desai
2. Shri D. C. Goswami
3. Shri S. Jaipuria
4. Shri Kalyan Chand
5. Shri E. R. Krishnan
6. Shri N. N. Pandey
7. Shri Ramavatar Shastri

### (2) *State Governments*

1. Government of Andhra Pradesh
2. Government of Gujarat
3. Government of Kerala
4. Government of Madhya Pradesh
5. Government of Manipur
6. Government of Orissa
7. Government of Pondicherry
8. Government of Tripura
9. Government of Uttar Pradesh
10. Delhi Administration

### (3) *Railwaymen's Unions*

1. National Federation of Indian Railwaymen, New Delhi.
2. National Railway Mazdoor Union, Bombay.
3. Northern Railwaymen's Union, New Delhi.
4. N. E. Railway Mazdoor Union, Gorakpur.
5. South Eastern Railwaymen's Union Kharagpur.
6. S. E. Railway Class II officers' Association Calcutta.
7. Western Railway Employees' Union, Bombay.

**(4) Chambers of Commerce and Industry, etc.**

1. The Ahmedabad Mill Owners' Association, Ahmedabad.
2. The All India Federation of Transport Users' Association, Bombay.
3. The All India Manufacturers' Organisation, Bombay.
4. The Associated Chambers of Commerce & Industry of India, Calcutta.
5. Belgo-Indian Chamber of Commerce & Industry, Bombay.
6. Bharat Jute Sellers Association, Calcutta.
7. Bombay Commuters Council, Bombay.
8. Eastern Bihar Divisional Chamber of Commerce and Industries, Bhakalpur.
9. Federation of Indian Chamber of Commerce & Industry, New Delhi.
10. Federation of Associations of Small Industries, New Delhi.
11. The Hyderabad Karnatak Chamber of Commerce & Industry, Gulbarga.
12. Indian Chamber of Commerce, Calcutta.
13. The Indian Chamber of Commerce, Cochin.
14. Karnatak Chamber of Commerce & Industry, Hubli.
15. The Madras Chamber of Commerce & Industry, Madras.
16. North Bihar Chambers of Commerce & Industry, Muzaffarpur.
17. Northern India Chamber of Commerce & Industry, Chandigarh.
18. Punjab, Haryana and Delhi Chamber of Commerce & Industry, New Delhi.
19. The Southern Gujarat Chamber of Commerce & Industry, Surat.

**(5) Professional Organisations**

1. Indian Institute of Management, Calcutta.
2. Indian Institute of Public Opinion (J) Ltd., New Delhi.
3. Indian Railways Electrical Engineers Association, Calcutta.
4. National Institute for Training in Industrial Engineering, Bombay.

**(6) Retired Railway Officers**

1. Shri D. N. Chopra, Ex. General Manager, S.C. Railway.
2. Shri G. D. Khandelwal, Chairman, Railway Board (Retd.).
3. Shri K. B. Mathur, Ex. Chairman, Railway Board.
4. Shri K. K. Mukerjee, Ex. General Manager, Eastern Railway.
5. Shri P. N. Murthy, Ex. General Manager, Railway Electrification, Calcutta.
6. Shri V. T. Narayanan, Ex. General Manager, Southern Railway.
7. Shri L. A. Natesan, Economic Adviser (Retd.), Ministry of Railways.
8. Shri J. R. Rao, Ex. General Manager, North Eastern Railway.
9. Shri D. V. Reddy, Ex. General Manager, North East Frontier Railway.
10. Shri N. S. Swaminathan, Ex. Member (Traffic) Railway Board.
11. Shri S. P. Tonse, Ex. Director, Electrical Engineering.

**(7) Public Undertakings**

1. Bureau of Public Enterprises, New Delhi.
2. Cement Corporation of India, Ltd., New Delhi.
3. Fertilizer Corporation of India, Ltd., New Delhi.
4. Food Corporation of India Ltd., New Delhi.
5. Hindustan Salts Ltd., Jaipur.
6. Hindustan Steel Ltd., Ranchi.
7. The Minerals and Metals Trading Corporation of India Ltd., New Delhi.
8. National Mineral Development Corporation Ltd., New Delhi.
9. Oil India Ltd., New Delhi.

**(8) Other Individuals**

1. Shri Rishab Das Jain, Sri Ganga Nagar, Rajasthan.
2. Shri R. P. Srivastava, 7/179, Swarup Nagar, Kanpur.
3. Shri B. L. Joshi C/o Dharmyug, Weekly, Bombay.
4. Shri Rajendra Pal Sharma, P.O. Mohakampur, Distt. Etah.

## APPENDIX XII

(Vdie para— of Introduction)

S.No.	Reference to Para No. of the Report	Summary of Recommendations/ Conclusions
1	2	3
1.	2.34	The Committee note that the number of passengers detected travelling without tickets or with improper tickets which was 8.4 million in 1968-69, came down to 3.3 million in 1970-71 and dropped further to 1.5 million in 1970-71 and 1.6 million in 1971-72, following the enhancement of minimum penalty for ticketless travelling in June, 1969. The figures of loss of Rs. 20 to 25 crores on account of ticketless travel estimated on the basis of a survey made during the year 1967-68 and massive checks in 1968-69, have, therefore, no relevance to the present day conditions and may be on the high side. It is apparent that the increase in minimum penalty and other measures taken by Railways to curb this evil have had some salutary effect on habitual offenders. The Committee nevertheless feel that a fresh survey of the type carried out in 1967-68 to assess the exact incidence of loss now being incurred by the Railways on this account is now overdue.
2.	2.35	Such surveys should in fact be carried out at least once in two to three years apart from the annual review which the Railways must be carrying out at the administrative level as so to furnish realistic data for devising effective measures to check ticketless travelling.
3.	2.36	The Committee note that the Railway Board propose to entrust the task of assessing the incidence of ticketless travel on Railways to the

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**Indian Statistical Institute.** The Committee understand that the Institute had earlier been entrusted with the task of carrying out a study regarding coal movement on the Railways. They would like the Ministry to evaluate the results of this study with a view to determining its practical utility before entrusting another survey to the Institute. While taking a decision in the matter, it should also be ensured that the institute is fully equipped for the purpose and that the task will be completed by a stipulated date. The terms and conditions of the contract should be specific so that the precise purpose of the study is clearly understood and the expenditure incurred is commensurate with the results achieved.

4.           2.37           While commending the steps taken by the Ministry to curb the evil of ticketless travel during the last three years, the Committee consider that there is no room for complacency on this account as even by present estimates the extent of ticketless travel is between 3 and 4 per cent. Reckoned on the basis of passenger earnings during 1971-72, the loss would still be of the order of about Rs. 12 crores.
5.           2.38           The Committee would, in particular, commend the special checks conducted in Haryana, Gujarat, Punjab and Rajasthan. They would like the Ministry to ensure that such drives are carried out at least once in a year in all the States and that particular attention is focussed during such drives on areas where the evil is prevalent in an endemic form e.g. on the Moradabad Division of Northern Railway, the Samastipur Division and certain other sections of N. E. Railway falling in East U.P. and Bihar, the Sahibganj-Kiul section and Sealdah Division of the Eastern Railway etc. etc.
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1	2	3
6.	2.39	It is also necessary to undertake periodic follow-up checks in areas where massive checks are carried out so as to ensure that constant vigilance is maintained to check the evil of ticketless travel.
7.	2.40	The Committee recommend that the Railways should launch a vigorous publicity drive through the various media of mass communication. Increasing use should be made of TV as a medium of audio-visual education in areas where this facility is available. The Commercial Services of All India Radio may also be utilised for the purpose in an effective manner. Besides, the facility of making announcements at big stations regarding arrival/departure of trains etc. may also be utilised for educating the passengers about travelling with proper tickets on the trains.
8.	2.41	Active co-operation of the Ministry of Education at the Centre and the Education Departments in the States should also be solicited in the social education campaigns, particularly in those states where ticketless travel has been found to be prevalent on a large scale.
9.	2.42	The Committee are concerned to note the apprehension of the Ministry of Railways that sometimes there is outside interference whenever action is taken against Railway employees who are found to indulge in corrupt practices or who encourage ticketless travel. The Committee would like to emphasise that deterrent punishment should be given to all those who are corrupt or who deprive the national exchequer of Government dues or those who invoke outside interference so that it has a salutary effect on others.
10.	2.43	The Committee further suggest that government servants and teachers who are found travel-



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		<p>ling without tickets or with improper tickets should be reported to the Heads of their Organisations with a view to curb this evil among these persons. The Committee would also like the Railways to give publicity to persons prominent in public or social life who are found travelling without tickets or with improper tickets so that it may have salutary effect.</p>
11.	2.44	<p>The Committee would further like the Ministry of Railways to take up at a high level, the question of provision of adequate lock-up facilities at places where the incidence of ticketless travel is high so that the ticket checking staff are not obliged to let off the passengers who are unable to pay the minimum penalty.</p>
12.	2.47	<p>The Committee observe that the special checks conducted recently by the Railways in certain States have shown that the percentage of students found travelling without tickets varies from State to State, and that it is as high as 21.2 in the case of Haryana. As students form the most sensitive section of the population and provide the future leadership of the country, it is necessary for the Railways to focus their attention on educating them against this evil. A sustained multipronged drive with the cooperation of the State and educational authorities would go a long way in weaning them away from this practice. The State Education Departments and the University authorities may be requested to issue suitable instructions to all concerned in the matter so that the drive gets official recognition and earnest efforts are made at all levels to extend necessary co-operation to the Railways.</p>
13.	2.48	<p>At the same time, it is necessary to adopt persuasive methods to ensure that the students who have to travel regularly by rail, do so on</p>

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vaild tickets/passes. The cooperation of students unions, Parents-Teacher Associations and the school/college authorities should be enlisted in greater measure for the purpose. The experiment of collecting the necessary charges for railway passes along with school fees which is stated to have been tried in Eastern, Northern and Northeastern Railways may be revived and extended to other States where the incidence of ticketless travel by students has been found to be high. In this connection, the feasibility of the railway staff visiting the educational institutions, meeting their heads and preparing the passes for students needing the same every month, according to a fixed programme, may also be examined. The Committee have no doubt that the facility of getting railway passes issued in this manner, would go a long way in minimising, if not eliminating altogether ticketless travelling among the students in whose names others also defraud the railways and bring bad name to them.

14. 2.65

The Committee understand that Government have appointed a Committee of Members of Parliament to examine the procedure in vogue on Railways in respect of sale of tickets and reservation of seats and berths and to suggest measures to streamline the same with a view to eliminate malpractices and minimise inconvenience to passengers in this respect. While the Committee do not, therefore, propose to go into this matter in detail, they would like the Ministry of Railways to undertake a quick survey of the adequacy of booking windows and booking clerks, particularly at important junction-stations which deal with heavy passenger traffic and take necessary remedial measures in this regard. As complaints continue to be voiced about the inadequacy of booking facilities for third class

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		<p>passengers who contribute 87 per cent of the total passenger earnings of the Railways and who also account for bulk of ticketless travellers, it is in the Railways' own interests to ensure that the inconvenience and hardships faced by the travelling public in purchasing tickets are removed expeditiously.</p>
15	2.66	<p>The Committee consider that the long queues at third Class booking counters of busy stations practically throughout the year, are indicative of the fact that not much improvement has been made in the system of issuing tickets. It is not only necessary for the Railways to ensure that booking windows are opened sufficiently in advance of the train time to avoid last minute rush but also to see that the process of issuing tickets is streamlined and speeded up. The Railways may, therefore, undertake a scientific study of the problem keeping in view the manner in which it has been tackled in other countries so as to rationalise and streamline the system. The Committee would also stress that supervisory officials should ensure that their directions for opening and closing of third class booking windows are scrupulously observed in letter and spirit. The Committee need hardly point out that wherever traffic so warrants, the Railways should arrange to open the booking windows earlier and should also provide additional booking windows wherever justified.</p>
16.	2.67	<p>Lack of change is also a frequent cause of harassment to the public. The Railway authorities should ensure that adequate change is provided to the booking clerks to facilitate expeditious issue of tickets and obviate hardship to the passengers.</p>

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17.	2.68	<p>The Ministry of Railways may also examine the feasibility of opening city booking offices/agencies in bigger towns where this facility is not at present available and also of opening additional offices/agencies wherever justified.</p>
18.	2.69	<p>The Committee understand that the question of raising the leave reserve percentages in respect of booking staff in cases where they are lower than the minimum prescribed due to a freeze imposed in 1967, is engaging the attention of the Railway Board. The Committee would like the Ministry to examine the matter expeditiously so as to fix the leave reserve percentages on a rational basis. The services of surplus staff could also be gainfully employed for manning the booking counters, wherever necessary, by giving them training.</p>
19.	2.70	<p>The Committee appreciate the idea of requisitioning the services of volunteers from amongst student sons/daughters and dependents of railway employees as mobile booking clerks to work outside their college hours on payment of some honorarium during peak season or short rush periods. Such an arrangement would not only help the low paid railway employees to supplement their income but also generate among the students an urge to lend a helping hand to the Railway administration in eradicating ticketless travel. The Committee would, therefore, like the Ministry of Railways to take active steps to extend this system wherever it may be warranted. At the same time, care will have to be taken to see that vested interests do not develop and that the objective of curbing the incidence of ticketless travel is efficiently sub-served with due regard to the need for effecting economy in all areas of Railway operation.</p>

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20.	2.79	<p>The Committee consider that the system of checking the entry into railway platforms at busy stations is very loose, if not altogether non-existent. A large number of persons could be effectively stopped from travelling without tickets at the originating point itself if the Railways tightened up the system by effectively fencing off the railway premises at important stations. The Committee would like the Ministry to take necessary steps in this direction and to impress upon the Railway administrations the need for barring entry into railway platforms to all persons who do not possess either a regular journey ticket or a platform ticket. Surprise checks should be made to ensure that the instructions in this regard are strictly followed by the Railway staff posted at entry gates.</p>
21.	2.80	<p>The Committee feel that it should be possible for the Railways, with their long experience, to check unauthorised persons from gaining entry through other points. The supervisory staff of the station should also lend a helping hand to cope with rush periods in order to prevent persons without tickets from gaining entry into or exit from the station.</p>
22.	2.81	<p>The Committee further recommend that in the interest of service to the public and larger revenues, the Railways should so locate the platform ticket booths that they are easily distinguishable and accessible to the public.</p>
23.	2.82	<p>The Committee would, in particular, stress that self printing machines and other gadgets which can speed up the issue of platform tickets should be pressed into service at metropolitan and other busy stations.</p>
24.	2.83	<p>The Committee further suggest that the feasibility of introducing the token system which is</p>

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		<p>stated to be in force in certain underground metropolitan systems in foreign countries, in the metropolitan cities of Delhi, Bombay, Calcutta and Madras may be examined at the time of finalising the schemes for providing Mass Rapid Transport facilities in these cities.</p>
25.	2.105	<p>The Committee note that the number of Mail and Express trains checked daily varies from 45.7 per cent on the Northern Railway to 61 per cent on South Central Railway while it is 100 per cent in the case of Eastern, North-eastern, North East Frontier, South Eastern and Western Railways. In the case of passenger trains, the percentage varies from 49 to 80 excepting South Eastern Railway where it is 100 per cent. It has been estimated by the Railways that 6524 additional TTEs will be required for ensuring 100 per cent check of all the 6027 trains while the existing strength of TTEs is 5,567 only.</p>
26.	2.106	<p>In the absence of data as to the incidence of ticketless travel on Mail Express and Passenger trains separately, the Committee are unable to hazard any guess as to the precise extent of ticketless travel on Branch lines. There is no denying, however, that the magnitude of ticketless travel is very high on Branch lines. The Committee note that such trains are at present manned by single TTEs once every two or three days according to a cycle roster. It is obvious that the position in this regard is not altogether satisfactory. The Committee would like the Ministry to study the problem in depth and take necessary remedial measures so as to curb effectively the incidence of ticketless travel on Branch lines also which has not received adequate attention in the past.</p>
27.	2.107	<p>In so far as Mail Express trains are concerned, the Committee consider that since such trains</p>

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		<p>traverse long distances and are generally overcrowded, the Railways should ensure that they are subjected to thorough checking <i>en route</i>.</p>
28.	2.108	<p>The Committee further note that while the evil of ticketless travel is stated to be rampant in the areas served by the Northern Railway, the percentage check exercised on Mail Express trains on this Railway is only 45.7. This position needs to be rectified without delay.</p>
29.	2.109	<p>The Committee consider that the services of attendants provided in the coaches could be utilised to ensure that all those travelling in the coach hold tickets. The attendants on duty could be asked to report persons gaining entry into the coach without tickets to the train checking staff or to the station authorities for necessary action.</p>
30.	2.110	<p>In so far as Suburban Trains are concerned, the Committee note that the percentage of trains checked daily is much less than other passenger trains. The Committee have dealt with this aspect in their Report on "Suburban Services".</p>
31.	2.111	<p>The Committee further observe that the Ministry are considering the feasibility of re-combining the cadres of Ticket Collector and Ticket Checker to ensure better administrative control over their functioning. The Committee also note that a system already exists of giving rewards and commendation certificates to the Ticket Examiners for consistently good performance. The Committee consider that in view of their onerous duties, the Ministry of Railways may examine in the light of the Report of the Third Pay Commission, what further incentives could be provided to this category of employees so as to wean them away from the lure of easy money. At the same time, it is essential that the staff indulging in corrupt practices and thereby conniving at and</p>

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		or encouraging ticketless travel is brought to book expeditiously and is awarded deterrent punishment.
32.	2.116	The Committee note from the reply given to Starred Question No. 304 by the Minister of Railways in the Lok Sabha on the 5th December, 1972 that the Railways are thinking of converting all the trains into vestibuled trains in order to facilitate checking of tickets. The Committee would like the matter to be carefully examined with a view to see whether it would really help in apprehending ticketless travellers and if so, what safeguards would be needed to ensure that the facility of going from one bogie to another in the running train, does not, in fact, operate to the advantage of the ticketless traveller and whether the expenditure incurred would be commensurate with the results expected to be achieved.
33.	2.117	In this connection, the Committee would also like the Ministry to undertake a study of the places/areas where there is regular stopping of trains at the signals with a view to analyse the causes thereof and in particular, to ascertain to what extent this is due to operational difficulties so that necessary remedial measures may be taken to minimise such detentions which facilitate habitual ticketless travellers to get away undetected. The Railways may do well to organise surprise raids by ticket checking squads at such places to deter people from misusing the facility of alarm chains.
34.	3.32	The Committee are concerned to note that there has been a sharp increase of 131 per cent in the number of registered cases of thefts and pilferage of booked consignments on the Railways during 1971-72 as compared to the previous year. The increase in 1971-72 as compared to 1968-69 has been still more marked, the figure being as high as 415 per cent. The value of property stolen has also gone up by 15 per cent in 1971-72



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over 1970-71 and by as much as 252 per cent over 1968-69. The Committee do not consider the figures of compensation claims paid by the Railways as an altogether correct index of the position since the figures furnished by the Ministry only indicate the value of claims admitted by the Railways and not of those actually preferred by the public. Even so, the value of compensation claims paid has shown marked increase on the Northeastern, Northeast Frontier, South Eastern and Eastern Railways which among themselves accounted for as much as Rs. 3.95 crores and Rs. 3.36 crores during 1971-72 and 1970-71 respectively out of the total value of claims paid amounting to Rs. 5.85 crores and Rs. 5.42 crores respectively.

35. 3.33

The Committee note that the above four Railways on which the incidence of cases of thefts and pilferage is disproportionately high, serve the Eastern region where the law and order position during the above period has been far from satisfactory. The Committee also note that there have been signs of improvement during 1972 and hope the results would be reflected in the figures for 1972-73. As the figures on other Railways also are none too satisfactory, the Committee would urge the Ministry to pursue vigorously their efforts to check the incidence of thefts and pilferage of booked consignments which have tarnished the image of this premier public undertaking.

36. 3.34

The Committee stress that major cases of thefts and pilferages should be investigated expeditiously to identify the places and sections where these have taken place so that effective measures could be taken in time to check their incidence. Care should be taken to avoid delays and detention to trains which are, particularly congenial to thefts and pilferages.

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37.	3.35	<p>The Committee note that the places and sections which are notorious for such nefarious activities and where the incidence of thefts and pilferages are endemic, are "well known" to the Railways. The Committee see no reason why the Railways cannot take effective measures to eradicate this evil from these "well know" places sections. The Committee would suggest that the Railways should conduct surprise checks of these vulnerable places to cleanse these areas of anti-social elements. Transshipment points and important loading and unloading stations should receive particular attention in this regard. Reserve staff for conducting surprise checks may be kept at zonal headquarters and at the Board's level by deputing competent staff, out of the existing staff strength to man this Reserve Force.</p>
38.	3.36	<p>The Committee would further like the Railways to identify and keep a close watch over the commodities which are generally subject to thefts and pilferages. The causes should be analysed and effective measures should be taken to apprehend the gangs responsible for committing these thefts and pilferages as well as the receivers of such commodities.</p>
39.	3.37	<p>The Committee need hardly emphasise that the role of the Security Organisation on the Railways in this regard is very vital and it is evident that the performance of this organisation would have to be judged by its success in controlling the incidence of crime against public property.</p>
40.	3.38	<p>The Committee would like Government to deal with a firm hand any corrupt elements whether in the Railway Protection Force or in the Railway administration who are found to be conniving at and/or indulging in such activities. Such staff should be given deterrent punishment.</p>
41.	3.39	<p>The Committee note that so far as Northern Railway is concerned, not all cases of pilferage</p>

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		<p>from seal intact wagons, were taken cognizance of and registered for enquiry and it was only in 1971 that a drive was launched for free registration so that the true state of affairs could be known. The Committee would like the Ministry to issue clear and uniform instructions to all Railways in this regard, if not already done, in order to ensure that the figures of the number of incfts and pilferages are not artificially depressed at the lower levels but faithfully reflect the situation as it actually exists in a Section or Division.</p>
42.	3.40	<p>The Committee suggest that the Ministry of Railways may explore the feasibility of providing electronic alarms in godowns and storehouses at important junction stations as a preventive measure. They may also study the measures taken and scientific devices adopted by other foreign Railways to detect thefts and pilferage and to apprehend the culprits with a view to their adoption on Indian Railways.</p>
43.	3.57	<p>The Committee note that as a result of various measures taken, thefts and pilferage at Moghulsarai and Garhara are now "well under control." It was, however, admitted by the representative of the Ministry that "being the biggest yard of the Indian Railways, the temptation of people to tamper with the wagons and loot the property is more at Moghulsarai as compared to other areas."</p>
44.	3.58	<p>The notoriety of these two yards in regard to thefts and pilferages makes it imperative that security arrangements are tightened so as to ensure that the incidence of thefts and pilferages is kept to the minimum. The Railways should pay particular attention to organised gangs and receivers of stolen property at these places and bring them to book with utmost expedition. The</p>

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		<b>performance of security organisations at these notorious places should be kept under constant review and responsibility should be fixed for any lapses.</b>
45.	3.59	The Committee would also like the Ministry of Railways to issue suitable instructions to the zonal administrations concerned to ensure that complaints regarding lack of co-ordination, insufficient supervision and detentions to wagons at the Marshalling yards and transshipment points are attended to and corrective measures taken without delay.
46.	3.70	The Committee regret to observe that the number of cases of thefts and value of property lost due to wagon breaking/bleeding have been steadily rising. During 1971, as many as 37,778 cases were reported and the value of property lost was as high as Rs. 149.18 lakhs whereas the corresponding figures for 1969 were 1,686 cases and Rs. 15.85 lakhs only. It has been stated that roughly 50 to 60 per cent of pilferages are due to bleeding of consignments through door crevices, panel cuts and body cuts of wagons. It is unfortunate that despite the various measures taken by the Railways with regard to expeditions repairs of wagons with body/panel cuts, increase in thickness of bottom and side panels and other anti-bleeding devices adopted by the Railways, the losses on this account continue to be very high.
47.	3.71	The Committee note that the Railways are alive to the need for bringing down the incidence of such cases and have launched a massive drive for repairs of damaged wagons. The Committee trust that apart from taking other preventive measures, efforts in this direction will be continued on a sustained basis and that wagons with panel/body cuts will not be used for carriage of high rated commodities. The position on the

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		Eastern Railway is particularly disturbing and warrants special attention of the Ministry.
48.	3.83	The Committee note that the availability of covered wagons for carriage of foodgrains has been stepped up by the Railways during the course of the last three years despite certain compelling factors which limit their capacity to provide the required number of such wagons, e.g. the concentration of demand in a particular season and in particular areas, the need for utilising the open coal wagons which have to return empty, etc. etc.
49.	3.84	In this connection, the Committee would, however, like to draw attention to the Ministry to the observation of the One Man Expert Committee on Compensation Claims that the commodities which are packed in bags, contribute most to the claims bill, the more important of these being grains and pulses, sugar, oilseeds, spices, cement, chemical manures and salt. The Committee would, therefore, like the Ministry to review periodically the requirements of covered wagons for vulnerable commodities in consultation with Public Sector Organisations and industrial undertakings concerned so that their availability could be so arranged as to meet the requirements to the extent possible.
50.	3.85	The Committee further consider that tightening up supervision at the loading point, the intermediate points and at the unloading end, would go a long way in reducing the incidence of such cases. As considerable quantities of foodgrains on public account are moved in block rakes, it should be possible for the Railways to provide armed escorts for such trains who should also be responsible for seeing that seals/tarpulins etc. are in tact. In case, thefts are still reported from such rakes, responsibility therefor should

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51.	3.86	<p>be fixed and the defaulting staff brought to book without delay.</p> <p>The Committee have noted with interest the experiments being made to design wagons with sliding roofs so that these could be utilised for carriage of coal as well as foodgrains and other vulnerable commodities. They hope that in view of the encouraging results obtained in the matter of carriage of cement in such wagons, the designs would be finalised expeditiously and the question of manufacture in numbers decided early.</p>
52.	3.87	<p>The Committee would also like the Ministry to pursue the question of providing bags with rings in one corner to facilitate lifting of such bags, with the Fertilizer Corporation of India and the Port authorities. The revised packing conditions should be evolved in consultation with the public undertakings and other Government organisations concerned expeditiously. Help of National Packing Institute should also be taken in this regard. After the packing conditions have been finalised, they should be widely publicised and brought to the notice of all concerned for compliance.</p>
53.	3.104	<p>The Committee note with concern the complaint by Hindustan Steel Ltd. of heavy losses still being incurred due to thefts of pig iron in spite of the fact that the Ministry had accepted the recommendation of the One Man Expert Committee on Compensation Claims to the effect that such consignments should be loaded in covered wagons which should be riveted. It would appear that the instructions in this regard are not being scrupulously followed so that thefts continue to take place even from covered wagons due to the negligence and/or connivance of Railway/RPF staff. The Committee would like the Ministry to analyse the precise reasons for such losses and take necessary remedial measures.</p>

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54.	3.105	The Committee would also like the Ministry to examine the reasons for the losses incurred by Hindustan Steel Ltd. on refractory bricks and lubricants and take effective measures to eliminate the same. The Railways should also ensure that unloading of such consignments is done in the presence of Railway staff posted in the Plant premises.
55.	3.106	In view of the practical difficulties pointed out by HSL with regard to joint inspection of incoming wagons at the interchange points and the need for their weighment at the sidings, the Committee would like the Ministry to devise suitable measures in consultation with the Plant authorities so that the loopholes in the system could be plugged and responsibility for the losses incurred could be fixed. They would further suggest that the Railways should provide weigh-bridges at all important junctions.
56.	3.107	The Committee would also like the Ministry to keep a tab on the incidence of diversion of coal wagons from one plant to another which is stated by H S L to be occurring in a 'regular' manner and on 'large scale' to see that such diversions are reduced to the minimum and that the Plant authorities are invariably informed in advance of such diversions. It should also be ensured that fresh RRs are issued expeditiously in such cases.
57.	3.124	The Committee observe that figures of the value of coal stolen on the Indian Railways given to the House do not tally with the figures furnished to them by the Ministry. In any case, it was admitted that "the magnitude of the problem is so great that they represent very small proportion of the total thefts" and that "the value of coal as shown in the statement does not

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		<p>represent the total value of coal stolen." There is a widespread belief that petty thefts and pilferages of coal in running trains, yards and at wayside stations occur with the knowledge and connivance of Railway staff many of whom may themselves be involved in the racket. While it may not be possible to curb the incidence of such cases altogether, it should certainly be possible for the Railways to make conditions difficult for the pilferers through surprise checks, better vigilance and control. Considering the magnitude of the problem, the Committee expect the Ministry to take positive steps in this direction.</p>
58.	3.125	<p>The Committee recommend that the assistance of the Joint Committees which consist of representatives of staff and labour, should be actively sought in controlling this evil.</p>
59.	3.146	<p>The Committee regret to observe that despite a series of steps taken by the Railways to minimise the incidence of wagons getting unconnected or misdespatched due largely to faulty preparation of wagon labels, the average number of such wagons is still of the order of about 100 per day. As pointed out by the One-man Expert Committee on Compensation Claims "correctly prepared and firmly secured labels are the key to the correct transport of wagons." It has been stated in para 14 of the Report of the Comptroller and Auditor General of India (1970-71) that "There has . . . been no improvement in the position of missing and unconnected coal wagons and the percentage of missing wagons to the total number of wagons booked continues to be high on the Railways . . . It has been noticed that on all Railways heavy outstandings over one year old in respect of missing and unconnected coal wagon remained uncleared . . ."</p>
60.	3.147	<p>The fact that in spite of clear instructions in this regard, the incidence of wagons going astray,</p>



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continues to be high, not only indicates that these are being followed only half heartedly and partially, but also that the requisite amount of supervision by Commercial Inspectors and Commercial Officers is not forthcoming. The Committee would, therefore, like the Ministry to tighten up supervision and also institute a system of surprise checks by officers of the Claims Prevention Organisation so as to ensure that no laxity is allowed on this account. It must, in particular, be ensured that in no case station names are written in codes but in full as per extant instructions.

61. 3.148 The Committee further consider that it would be useful for the Railways to collect information not only about the practices in vogue in advanced countries in regard to labelling of open and covered wagons but also in regard to the system of affixing seals and checking thereof as recommended by the One-Man Expert Committee on Compensation Claims. The Committee would like the results of such a study to be reported to the next Convention Committee.
62. 3.149 As computers have been provided to all Railways, the Committee would like the Ministry to issue suitable instructions to the Zonal Railways to computerise the work of connecting unconnected wagons.
63. 3.150 The Committee note that the problem at Moghalsarai was found to be "formidable" by the Expert Committee on compensation claims. As the Ministry have provided a computer at Moghulsarai yard also, the Committee see no reason why the same cannot be pressed into service for tackling this problem effectively. They would like the Ministry to take necessary steps in this direction without further delay.
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64	3.155	<p>The Committee regret to note that the loss suffered by the Railways on account of pilferage of materials and fittings was as high as Rs. 91.72 lakhs in 1970-71 and Rs. 62.03 lakhs in 1971-72. The Committee consider that apart from the unsocial elements among the travelling public who may be committing these thefts, the complicity of the Railway employees in this nefarious activity cannot be ruled out. The Committee recommend that vigorous measures should be taken by the Railways to prevent the incidence of such thefts by better supervision and control particularly during the periods when the trains are stabled. The Committee note that the Ministry have formulated a scheme for provision of pilfer-proof fittings in wagons and coaches. They would like the RDSO to intensify their efforts in this direction, so that loss on account of theft and pilferage of materials and fittings from wagons and coaches is reduced to the minimum.</p>
65	3.160	<p>The Committee regret to observe that the value of goods stolen from Railway workshops and stores has been increasing and that the same was of the order of Rs. 1.12 lakhs, Rs. 2.26 lakhs and Rs. 3.37 lakhs during the years 1969, 1970 and 1971 respectively. Of the total number of culprits apprehended during the above period, the majority are stated to be Railway employees. This is unfortunate. The Committee would, like the Ministry to tighten up supervision in the Railway workshops and also to streamline the security measures so that the incidence of such cases which occur within well guarded premises, is effectively checked.</p>
66	3.161	<p>The Committee further observe that the number of persons convicted for such thefts is negligible in relation to the number of persons apprehended. The Committee would like the</p>

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Ministry to examine why it has not been possible to secure convictions in the large majority of cases and to take necessary steps to rectify the procedural and other defects that come to notice.

67 3.169

The Committee note that the value of copper wire stolen during the years 1969, 1970 and 1971 amounted to Rs. 4.12 lakhs, Rs. 7.03 lakhs and Rs. 7.37 lakhs respectively. In a large number of cases, the thefts are of overhead traction wires which have the effect of dislocating the entire traffic on the affected sections. The Committee note that the incidence of such cases on the Eastern and South Eastern Railways which are the worst effected, was brought down considerably in 1972 as a result of various measures taken by the Railways. The Committee stress that the Railways should continue their efforts to check the incidence of copper wire thefts. They hope that with the general improvement in the law and order situation in the area in recent months, it would be possible for the Railways to tackle this problem effectively through sustained and effective measures.

68 3.174

The Committee note that the incidence of thefts of brake beams which had assumed alarming proportions on the Eastern and South Eastern Railways during 1971 was effectively controlled during the course of last year, the number of such thefts being 1,631 in 1972 as compared to 19,377 during 1971. The Committee also note that the Railways have taken steps to minimise such thefts by redesigning the brake beam and welding the brake gear components. The Committee trust that with the introduction of new design and welding of brake gear components, as well as effective surveillance measures, it would be possible for the Railways to further bring down the incidence of such thefts.

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69	3.182	<p>The Committee find that in quite a large number of cases of persons apprehended for thefts of Railway property, it has not been possible to secure convictions due to a variety of reasons. Although investigation, prosecution and presenting to the court the evidence in a case is the responsibility of the Railway Police, the Committee would like the Railway authorities to take necessary follow up action in such cases with a view to find out for what reasons prosecution could not be successful so that any procedural or other lacunae could be rectified.</p>
70	3.183	<p>The Committee further suggest that the performance of Government Railway Police in this regard should be periodically brought to the notice of the State authorities and should also be discussed at the forum of Joint Committees.</p>
71	3.194	<p>The Committee welcome the initiative taken by the Ministry of Railways in January, 1972 to set up Joint Committees at the State level and basic unit level in order to enlist the active cooperation of the State and local authorities as well as the Railway Unions in the task of checking the rising incidence of thefts and pilferage which cost the Railways as much as Rs. 12-13 crores annually by way of compensation claims. The Committee realise that it may be too early to make any assessment about the usefulness of these committees during the short period they have been in existence. The Committee nevertheless feel that this serious problem cannot be solved effectively by the Railways alone without the active cooperation of the State Governments. The Committee would, therefore, like the Ministry of Railways to take all possible measures to see that the experiment proves successful. As law and order is a State subject, the Committee trust that the State Governments</p>

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		would, on their part, extend necessary co-operation to the Railways in this matter.
72	3.195	<p>The Committee find that it has not been possible to set up basic level committees on the Eastern Railway as the representatives of the Railway Unions have declined to participate pending certain clarifications required by them. In view of the high incidence of thefts and pilferage on this Railway, the Committee consider that active participation of the Railway Unions is essential for these committees to be effective. They would, therefore, like the Ministry to take an active interest in the matter so that the stalemate is resolved at an early date. /</p>
73	3.202	<p>The Committee have no doubt that the active cooperation of Railway employees which is a <i>sine-qua-non</i> for success of any measures the Railways may take to check the growing incidence of thefts and pilferage, would be forthcoming in ample measure. The Committee trust that the institution of the Joint Committees would be effectively utilised by the Railway administration to secure the co-operation of the staff in this matter.</p>
74	3.203	<p>The Committee consider that it is equally essential for the Railways to deal firmly with such of the elements among the staff who connive at or themselves indulge in crimes against Railway or public property.</p>
75	4.7	<p>The Committee note that the Report of the High Powered Committee on Security and Policing on Railways was submitted in 1968 and action is in hand to implement it.</p>
76	4.8	<p>As an expenditure of Rs. 12 crores is being incurred annually by the Railways on this organisation, it is necessary to ensure that they get due return from this expenditure. The Committee consider the R.P.F. to be essentially a</p>

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		<p>service organisation set up for a specific purpose viz. protection of railway property and prevention of thefts and pilferage on Railways. The Committee recommend that the working of R.P.F. should be critically reviewed at a high level in the context of its success or failure in tackling this problem.</p>
77	4.9	<p>Any changes in its organisation etc. as a result of this review, should be carried out expeditiously so as to enable the R.P.F. to subserve the above objectives.</p>
78	4.50	<p>The Committee note that the duties and responsibilities of the Railway Protection Force and Government Railway Police with regard to apprehension, investigation and conviction of persons found guilty of theft of Railway property, are stated to be "well defined" and that the bifurcation is stated to have posed no serious difficulties in conducting prosecutions. It is, however, admitted that difficulties do arise from time to time in the execution of day to day duties by members of the two organisations, particularly in the registration of cases.</p>
79	4.51	<p>It is significant to note in this connection that the Minister of Railways also admitted in the Lok Sabha that because of the diarchy between Government Railway Police and R.P.F. there was confusion and that "he would like to build up a task force out of these men.... to make this force really effective."</p>
80	4.52	<p>From the memoranda submitted to them by eminent non-officials,, Chambers of Commerce, Railwaymen's Unions etc., as well as from the impressions gathered during tours the Committee have come to the conclusion that the Railway Protection Force has yet to prove its worth as an effective instrument for protection of Railway property.</p>

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81	4.53	What has caused great concern to the Committee is that the performance of the R.P.F. in the matter of safeguarding Railway property from thefts and pilferage, particularly, in the Eastern Region has not been as effective as it should have been.
82	4.54	The Committee consider that the increasing incidence of crime against Railway property and the spate of agitations, <i>bundhs</i> and <i>hartals</i> in the country of which the Railways unfortunately happen to be the first and main target, make it incumbent that there should be full cooperation and rapport between the R.P.F. and G.R.P. at all levels. The Committee trust that the institution of the Joint Committees will also be utilised by the Railways in an increasing manner to secure the cooperation of the State Governments in protecting railway property, and in bringing the culprits to book. It should also be ensured by Government that law and order are effectively enforced by the Government Railway Police.
83	4.55	At the same time, it is necessary for the R.P.F. to revamp its procedures and modes of functioning so that it becomes an effective instrument for protection of Railway property.
84	4.56	The Committee note that the Railways are incurring an expenditure of about Rs. 3 crores per annum on Government Railway Police to meet (i) the cost of police personnel employed on 'Order' duties including additional police employed during <i>melas</i> and fairs; (ii) the cost of providing residential accommodation to such personnel; (iii) 1/4th cost of supervisory staff; and (iv) 1/4th cost of rent of residential accommodation provided to such staff.
85	4.57	The Committee would like the Railway Protection Force to be armed with necessary powers

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to enable it to discharge its duties efficiently and effectively so that it may not plead lack of sufficient powers as an excuse for its performance not being upto the mark as has been the case hitherto. The Committee recommend that the question of entrusting more powers to the Railway Protection Force to make this Force really effective in guarding railway property and apprehending the miscreants, should be gone into and effective measures taken to implement the decision expeditiously. The Committee need hardly stress that unless the Railway Protection Force is made effective in the discharge of its duties and is successful in bringing down the incidence of thefts and pilferage on the Railways, the huge expenditure of over Rs. 12 crores annually on this Force would hardly appear to be justified.

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From the memoranda submitted to them as well as from the discussions which local Railway officials during their tours, the Committee have gathered an impression that the Railway authorities at the Divisional and Station levels are not happy at the existing administrative arrangements for dealing with the Railway Protection Force personnel. These authorities feel a lack of involvement by the R.P.F. personnel in the working of the Railways and sometimes find themselves hamstrung in their day-to-day dealings with them. It is evident that such a state of affairs cannot ensure efficient management of the Railway operations at the field level.

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As the Divisional Superintendent is entrusted with full responsibility for the successful operation of Railways in his Division and is accountable to the General Manager for all matters within his jurisdiction there is no reason why any sort of diarchy should be permitted between the Divisional Supdt. and the Security Officer.



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88	4.71	It is, therefore, only logical that the arrangements which hold good for other technical departments, should hold good for the Railway Protection Force also. It is necessary that there should be a single chain of command so that there is no ambiguity as to who should report to whom. The Security Officer should, therefore, be responsible to the Divisional Superintendent who may be authorised to record his confidential report also.
89	4.72	In the opinion of the Committee, such arrangement will result in smooth and efficient functioning of the Railways at the lower echelons. Similar arrangements should be worked out at the Zonal level between the General Manager and the Chief Security Officer.
90	4.83	The Committee note that pending formation of a separate Class I Service for the Railway Protection Force which has been accepted in principle, it is proposed to have direct recruitment through the U.P.S.C. for a separate Class I Cadre of R.P.F. Officers. In this connection, the Committee would suggest that the feasibility of drafting some officers from the Indian Police Service on a permanent basis after five years of service in the District Railway Police may also be examined.
91	4.84	The Committee further suggest that recruitment to the Railway Protection Force at the lower levels, should be made from retired defence personnel to the maximum extent possible.
92	4.85	So far as Government Railway Police personnel are concerned the Committee are unhappy to learn that "unfortunately what has happened is that the rejects are posted to the Railway Police, with the result that they do not have the same efficiency." The same views

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were expressed by the High Powered Committee who have stated in their Report that "the consensus of opinion is that it (G.R.P.) has continued to be an organisation to which the best officers and men are reluctant to go."

- 93            4.86            The Committee also note that a sub-Committee of Inspectors-General, Police set up by the Ministry of Home Affairs recently, has suggested that the expenditure on the entire Government Railway Police should be shared by the State Governments and Railway administrations on 50:50 basis. The Committee would like the above situation to be brought to the notice of the Ministry of Home Affairs and the State Governments before any final decision in the matter is taken. It may be impressed upon the State Governments that the officers drafted for the Government Railway Police should be really competent and efficient so that the expenditure incurred on this organisation which is quite considerable, is commensurate with the results achieved.
- 94            4.87            The Committee would also like the Railways to evolve a procedure by which the performance of the Government Railway Police at each station is evaluated and communicated to the State authorities concerned annually.
- 95            4.88            In the overall interest of effective functioning of the Police forces on Railways it would be appropriate if the Confidential Reports of Gazetted personnel of Government Railway Police are recorded by the DIG, Railways in consultation with the Chief Security Officer of the Zonal Railway.
- 96            4.99            The Committee note that it is proposed to provide systematic training in the working of Railways to Government Railway Police per-
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		<p>sonnel in the Railway Protection Force Training College, Lucknow. They would like the syllabi and other details of the scheme to be finalised quickly. The Committee need hardly stress that the syllabus should be such as to inculcate in the trainees a sense of social purpose, an awareness of importance of protection of public property, the import of the Directive Principles of State Policy etc. etc.</p>
97	4.100	<p>In order to ensure further cooperation between the two organisations and for a better understanding of each other's role, particularly at lower levels, the Railways may consider the feasibility of holding joint training camps or refresher courses for the Government Railway Police and Railway Protection Force at periodical intervals on all Zonal Railways. Such courses may be organised by the Zonal Training Schools which impart training to R.P.F. personnel.</p>
98	5.39	<p>The Committee note that while the total number of claims preferred has gone up from 7.01 lakhs in 1969-70 to 7.16 lakhs in 1971-72, the number of claims admitted by the Railways has come down from 4.14 lakhs in 1969-70 to 3.64 lakhs in 1971-72. Thus the percentage of number of claims rejected has increased from 40 in 1969-70 to 49 in 1971-72. While the Committee would like the Railways to conduct searching investigations into the claims preferred and reject those which are bogus or untenable, they would at the same time desire that all genuine claims are admitted irrespective of the amount involved. There is a feeling that Zonal Railways in their zeal to reduce the incidence of compensation claims repudiate claims on mere technical grounds even though they may be genuine.</p>
99	5.40	<p>The Committee would like the Ministry to examine the reasons for the heavy incidence of</p>

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		rejection of claims to ensure that the rejections are justified and have been done for sound reasons. The Committee cannot stress too strongly that the Railways, as a carrier, are duty-bound to give maximum satisfaction to their customers and ensure that genuine claims are admitted and paid expeditiously.
100	5.41	The Committee regret to note that during the last two years articles of human consumption like foodgrains, pulses, sugar, oilseeds, vegetable oil, piece goods and tea have largely contributed to the increase in claims bill. It is evident that apart from payment of claims on the high-rated commodities, the Railways lose the customers of these commodities which are increasingly diverted to road transport on account of thefts and pilferages. The Committee stress that the Railways should concentrate their efforts on the prevention of thefts and pilferages of high-rated articles where the incidence of claims is high.
101	5.42	The Committee consider that it is not only necessary for the Railways to know "the specific flows of traffic" on which claims arise but also to locate the areas within a Division where the incidence of claims is heavy so as to ascertain the precise causes thereof and take effective remedial measures as also to find out particularly if bogus claims are being entertained with the connivance/collusion of Railway staff.
102	5.43	The Committee note in this connection that the question of computerisation of claims statistics is under consideration and that this would enable the Railways to maintain Divisionwise statistics. The Committee have no doubt that the Railways would determine the parameters before introducing computerisation of claims sta-

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		<p>tistics so as to get meaningful data which would enable them to take suitable remedial measures.</p>
103	5.44	<p>The Committee further suggest that instructions may be issued to the Railway administrations to indicate in their annual Reports the places where claims paid exceed Rs. 10 lakhs a year and the steps taken to tackle the problem in such places for the information of Parliament and the public.</p>
104	5.58	<p>The Committee note that the Railway Board have taken steps to delegate additional powers to the various officers regarding settlement of claims which are now uniform on all Railways. The Committee need hardly stress that mere delegation of powers would not be of help unless steps are simultaneously taken to streamline the functioning of the Claims Offices and Commercial Organisations of the Railways at all levels. The Committee recommend that each Railway should utilise the services of its efficiency cell to streamline the procedures for settlement of claims. Continuous watch should also be kept over the time taken and expenditure incurred in settlement of claims by each Railway. The Committee further suggest that the Railways should also benefit from the experience of other organisations in the country which deal with the settlement of claims, to find out to what extent the procedures followed by them could be applied on the Railways. It would also be of help if the procedures in the settlement of claims followed in foreign countries are also studied to improve the working of the claims organisation on the Railways.</p>
105	5.70	<p>The Committee are concerned to note that in the case of five out of nine Zonal Railways viz., the Central, Eastern, Northern, North-eastern and South Eastern Railways, the average time taken in settlement of claims has gone up during</p>

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106.	5.71	<p>the last three years, the position being particularly bad on N.E. Railway where it has gone up from 29 days on an average in 1969-70 to 72 days in 1971-72. The average time taken in disposal of cases on these Railways far exceeds the average time of 30 days laid down by the Railway Board.</p>
107.	5.72	<p>So far as the overall position is concerned, the Committee observe that out of about 84,000 claims cases pending on all Railways as at the end of year 1971-72, the number of cases pending for more than 3 months, 6 months and one year was 14,780, 7,537 and 2,723 respectively that is to say at least 30 per cent cases were pending for more than 90 days. The Committee consider this situation to be highly unsatisfactory.</p> <p>From the not showing action taken on the recommendations of the Expert Committee, the Committee find that while the target of average time for settlement would continue to be 30 days, it has at the same time, been decided to lay down more detailed targets for internal control. The Committee are afraid that this has remained only a paper decision so far.</p>
108	5.73	<p>During the course of their tours, the Chambers of Commerce as well as individual businessmen have complained to the Committee about the vexatious delays that occur in the settlement of even petty cases. This point was emphasised by the Expert Committee also. The Committee cannot too strongly urge the Ministry to take concrete steps in the light of the recommendations of the Expert Committee to improve matters by streamlining the procedures at all levels. It is necessary for the Railways, as a carrier, to earn the goodwill of the customers and give them utmost satisfaction. The Committee have no doubt that the quick settlement of claims, will go a long way to achieve this object.</p>

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109.	5.74	The Committee trust that detailed targets would henceforth be laid down for all concerned and the defaulting staff treated sternly.
110.	5.85	While the Committee do not wish that the Railways should exercise any sort of discrimination between the claims of bulk users of Railways transport, whether in the public or private sector <i>vis-a-vis</i> small businessmen and entrepreneurs, they consider that the very quantum of traffic offered by major industrial concerns in the country imposes an obligation on the Railways to develop a system of regular and close liaison with the organisations concerned so that their difficulties in regard to the settlement of claims and their suggestions in this regard are dealt with expeditiously. This is necessary not only for developing better customer relations but also for enabling the Railways to plan for provision of the facilities needed for safer handling of the growing volume of traffic offered by such concerns.
111.	5.86	The Committee consider that so far as cement is concerned, the Railways should examine the feasibility of fixing the rate of compensation on an uniform basis throughout the country in view of the fact that the FOR price is the same for all destinations. This would enable them to pay compensation without delay on production of the assessment certificate.
112.	5.57	The Committee note that a number of claims agencies have sprung up in recent years for dealing with the claims cases of big business houses and that "it had become quite a profitable business." They also note that these agencies are often run by retired Railway Officials who have knowledge and experience of this type of work.
113.	5.89	While the Committee recognise that the growing increase in the volume of traffic handled

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		<p>by the Railways is bound to lead to larger number of claims, they at the same time consider that the setting up of intermediary agencies for dealing with and expediting the claims cases of their clients is an indication of the failure of the Railways to ensure quick and fair settlement of the Claims. The Committee have earlier commented upon the deterioration in the average time taken in settlement of claims on most of the Railways. In its totality, the picture is far from reassuring and the Ministry will, therefore, have to apply their mind seriously to tone up the system. The Committee would, in particular, like the Ministry to keep a close watch over the performance of their staff in the Commercial Department and to deal with a heavy hand with the persons found guilty of corrupt practices.</p>
114.	5.95	<p>The Committee welcome the steps taken by the Railways in instituting a system of settlement of claims of the value of upto Rs. 1000/- through mobile claims offices. These offices provide an opportunity to the small claimants to present their cases personally before the claims officers and are also helpful in expeditious disposal of cases involving petty amounts which are stated to account for about 75 to 80 per cent of the total number of claims. The Committee cannot stress too strongly the need for expeditious settlement of claims, particularly petty claims, as it will go a long way in refurbishing the image of the Railways.</p>
115.	5.96	<p>The Committee would, however, like that the working of the mobile claims offices should be periodically evaluated to judge their performance in investigating claims and settling the genuine ones. Constant watch should be kept to see that the facility of the mobile claims offices is not misused by unscrupulous persons.</p>
116.	5.104	<p>The Committee would like the Ministry to take early steps for maintaining separately the statistics of parcel traffic which consists of high</p>



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		rated commodities. As thefts and pilferage of such commodities are considerable, and the amount paid as compensation is heavy, it is imperative that complete data is available so that the incidence of thefts and pilferage of the same could be watched. The Committee cannot emphasise too strongly the need to take effective remedial measures to reduce the incidence of thefts and pilferages of parcel traffic which is patronised by the common man.
117.	5.105	The Committee trust that speedy and effective implementation of the various recommendations of the Expert Committee would help the Railways to improve the position regarding the incidence of claims on parcel traffic.
118.	5.111	As complaints continue to be voiced against the working of the system of open assessment delivery and particularly about the delays that occur, the Committee would like the Ministry of Railways to impress once again upon the Zonal Railways the need for strict compliance with extant instructions on the subject and for taking suitable action against the defaulting staff.
119.	5.123	The Committee would liwe the Ministry of Railways to take up with the Ministry of Transport and Shipping the question of evolving a uniform system of settlement of claims arising on the Port Trust Railways. As the Port Trusts are autonomous bodies, the feasibility of asking them to make their own arrangements for settlement of claims arising in the areas within their jurisdiction may be examined. It is necessary that the Port Trust authorities have a clear conception of the incidence of claims in their areas so that they can fix responsibility and take other preventive measures. Needless to say that the Railways should continue to extend necessary cooperation to the Port authorities in this matter.
120.	5.138	The Committee observe that the number of suits filed against the Railways for compensation

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		<p>claims was 19,450, 21,042 and 23,772 during 1969-70, 1970-71 and 1971-72 respectively. Of these, the number decided against them was 2,511, 3,208 and 3,758 respectively. Thus not only there has been a progressive increase in the number of suits filed against the Railways, the percentage of cases decided against them has also gone up from 12 to 15 per cent during the above period.</p>	
121.	5.139	<p>The Committee note that in pursuance of the recommendations of the Expert Committee, the Ministry of Railways have issued certain instructions to the Claims Prevention Officers and others concerned regarding the necessity for preventing unnecessary litigation and for better and more effective presentation of their evidence and arguments in cases which are taken to courts so that the same are not lost for reasons within their control.</p>	
122.	5.140	<p>In view of the increasing incidence of cases being contested in courts and also of those decided against the Railways, the Committee consider that the need for revamping the procedure is yet to be realized and appreciated by the staff engaged on this work. The Committee would like the Ministry of Railways to take concrete steps for effective implementation of the recommendations of the Expert Committee so that the incidence of cases under litigation is minimised. Instructions may also be issued to all Zonal Administrations to maintain officer-wise statistics of cases decided in favour of the Railways and those decreed against them so that responsibility therefor could be fixed.</p>	
123.	5.141	<p>It is also necessary that in all cases which are decreed against the Railways, the reasons for the same are analysed in detail so that necessary corrective measures could be taken.</p>	
124.	5.140	<p>The Committee note that full powers have been delegated to the General Managers with</p>	

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further authority to re-delegate the powers to the Chief Commercial Supdts., and Deputy Chief Commercial Superintendents in regard to settlement of suit barred cases subject to the concurrence of the F.A. &C.A.O. In practice, however, and as pointed out by the Food Corporation of India, the officers do not sometimes entertain such claims even if they have merit because of their pre-occupation with current work. Even though they are not legally obliged to do so, the Committee consider that the Railways should, as a premier public undertaking, continue to take a realistic view of the matter in order to earn the goodwill of their customers particularly those in public and co-operative sectors. Statistics of the number of suit barred claims preferred and admitted during a year may also henceforth be maintained by all Zonal Railways and included specifically in their annual Reports.

125. 5.150 The Committee would also like Government to impress upon public sector enterprises that they should file their claims in time to enable Railways to investigate them properly and expeditiously.

126. 5.155 The Committee consider that since the Railways and other public undertakings in the country are subject to the same discipline, it is necessary for them to ensure that there is no cause for taking claims cases to courts for adjudication. Differences, if any, in this regard should be sorted out through mutual discussion at appropriate levels.

127. 5.161 The Committee consider that for any serious attempts at claims prevention and claims settlement to succeed, it is of the utmost importance that the Railways should keep themselves in close touch with all their regular customers whether big or small. So far as the organized

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		sector is concerned, this purpose is to a large extent served by the Divisional, Zonal and National Railway Users' Consultative Committees and also through meetings and liaison with representatives of Chambers of Commerce etc.
129.	5.163	The Committee, however, consider that no forum is at present available to the small traders, entrepreneurs and other businessmen to ventilate their grievances in the matter of availability of wagons, booking and delivery of goods and settlement of claims etc.
		It was admitted during evidence that there is room for activating the Station Consultative Committees which have been set up at stations where sizable quantity of goods are booked, by enlarging their representation and by having more frequent meetings.
130.	5.164	The Committee consider that a review of the usefulness of the plethora of Committees set up by the Railways at different levels is necessary with a view to rationalising and reducing their number so as to make them really effective. They would, therefore, like the Ministry to examine the question in all its aspects and to place concrete proposals before Parliament for reorganising the consultative machinery at all levels at an early date.
131.	5.165	In the face of growing competition from road services, it is in Railways' own interest to take into confidence the trading and business community who are at present impelled to patronise road services for want of efficient, reliable and quick rail services so that they may feel a sense of involvement.
132.	5.166	The Railways have rendered great service to the Nation during their existence of hundred years and more as carriers of goods and passengers from one corner of the country to the other and continue to play a vital role in the develop-

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ment, modernisation and industrialisation of the country. The crucial role played by the Railways during the recent wars in maintaining communications efficiently has been widely acclaimed by the entire Nation. The Committee have endeavoured in the earlier Chapters of this report to focus attention on some areas relating to commercial operations and allied matters of public importance so that the Railways could make an intensive effort and bring about necessary improvements in these services in the Railways' own interest and in the larger public good.

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