

ESTIMATES COMMITTEE (1968-69)

31/5

(FOURTH LOK SABHA)

SEVENTY-SEVENTH REPORT

MINISTRY OF RAILWAYS

Action taken by Government on the recommendations contained in the Tenth Report of the Estimates Committee (Fourth Lok Sabha) on the Ministry of Railways—Commercial and other cognate matters relating to Indian Railways.



LOK SABHA SECRETARIAT
NEW DELHI

April, 1969/Chaitra, 1891 (Saka)

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(1968-69)**

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14. Shri Tula Ram

INTRODUCTION

I, the Chairman of the Estimates Committee, having been authorised by the Committee to submit the Report on their behalf, present this Seventy-seventh Report on action taken by Government on the recommendations contained in the Tenth Report of the Estimates Committee (Fourth Lok Sabha) on the Ministry of Railways—Commercial and other cognate matters relating to Indian Railways.

2. The Tenth Report of the Estimates Committee was presented to the Lok Sabha on the 10th August, 1967. Government furnished replies indicating action taken on the recommendations contained in the Report on the 21st February, 1968, 18th March, 1968, 25th March, 1968, 30th March, 1968 and the 16th April, 1968. The Study Group 'F' of the Estimates Committee (1968-69) considered the replies received from the Ministry on the 20th December, 1968 and approved the draft Report which was subsequently adopted by the Committee on the 7th March, 1969.

3. The Report has been divided into the following chapters:—

I. Report.

II. Recommendations that have been accepted by Government.

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

IV. Recommendation in respect of which reply of Government has not been accepted by the Committee.

V. Recommendations in respect of which final replies of Government are still awaited.

4. An analysis of the action taken by Government on the recommendations contained in the 10th Report of the Estimates Committee (Fourth Lok Sabha) is given in Appendix VI. It would be observed therefrom that out of 79 recommendations made in the said Report, 63 recommendations, i.e., 79.7 per cent, have been accepted by Government. The Committee do not desire to pursue 13 recommendations, i.e., 16.5 per cent, in view of Government's reply. The reply of Government to one recommendation, i.e., 1.3 per cent, has not been accepted by the Committee, and the final replies of Government to the remaining two recommendations, i.e. 2.5 per cent, are still awaited.

NEW DELHI;
March 15, 1969.
Phalgun 24, 1890 (Saka).

P. VENKATASUBBAIAH,
Chairman,
Estimates Committee.

CHAPTER I

REPORT

The Estimates Committee are glad to observe that the points brought out in their 10th Report (Fourth Lok Sabha) on the Ministry of Railways—Commercial and other cognate matters relating to Indian Railways, have been replied to by Government in time and generally to their satisfaction.

CHAPTER II

RECOMMENDATIONS THAT HAVE BEEN ACCEPTED BY GOVERNMENT

Recommendation (Serial No. 2), Para No. 7

The Committee would urge that the Efficiency Bureau of the Railways should conduct an examination of the working of the Commercial Departments and suggest measures with a view to improve efficiency without any increase in staff.

REPLY OF GOVERNMENT

The study as suggested by the Committee will be included in the programme of work of the Efficiency Bureau and undertaken as early as possible.

[Ministry of Railways (Railway Board) O.M. No. 67-B(C)-EC/IV/10 dated 21-2-1968].

Recommendation (Serial No. 3), Para No. 7

In view of the keen competition with the road transport, the Committee feel that the Commercial staff of the Railways should be properly equipped and trained to serve as efficient salesman. The Committee hope that in assigning the duties and responsibilities of the Commercial Officers due care will be taken to ensure that they are able to devote full attention to their jobs as salesman and to earn an increasing amount of revenue for the Railways.

REPLY OF GOVERNMENT

Realising the importance of the need to reorient the approach of Commercial staff and make them better salesmen, particularly in view of competition from road transport, the Board have set up a Marketing and Sales organisation on each Railway under the stewardship of senior and selected officers, most of whom have had training abroad. This organisation is charged with the responsibility of conducting market research, keeping in touch with Trade and Industry, ascertaining their requirements and the traffic they have to offer, and to spearhead the improvement of the railway's service. Innovations like containerisation of traffic, road collection and delivery arrangements as part of providing total transport services, have already been introduced.

2. Officers of the Commercial Department are also being provided training in marketing and sales at the different Institutes of Management and from private sector firms like the Hindustan Lever. Marketing has also been included in the training course of many of our officers who are going to foreign railways under short training programmes. The officers of the Zonal railways have also started a programme of educating the commercial and other concerned staff in the concept and practice of marketing and sales promotion.

[Ministry of Railways (Railway Board) O.M. No. 67-B(C)-EC/IV/10 dated 25-3-1968].

Recommendation (Serial No. 4), Para No. 11

While there is no doubt that there has been an increase in the cost of basic raw materials and labour, the Committee feel deeply concerned about the significant drop in the percentage of net return on their Capital-at-Charge of the Railways. In this context, they would like to remind the Railways about the increased burden that they would have to share by way of increase in the rate of dividend payable to the general revenues and increased appropriations to the Depreciation Reserve Fund, as recommended by the Railway Convention Committee, 1965.

The Committee would emphasise that a concerted drive should be made to plug the losses arising out of idling of wagons, ticketless travel, compensation claims etc. and all modern "tools" available to rail management should be pressed into service and the available manpower more efficiently utilised so that the railways are able not only to earn an increased net return on their Capital-at-Charge but also to considerably bring down their operating ratio by reducing the cost of operations and of maintenance which a more intensive usage of their expanded assets would imply.

REPLY OF GOVERNMENT

The Committee's observations are noted. All possible efforts are being made to improve the operating ratio and the net return on Capital-at-Charge by attracting traffic with an improvement in the quality of service and timely and adequate supply of wagons, etc. A Marketing & Sales Organisation has been set up for studying and meeting the requirements of Railway users and a container service has been introduced between several points. Working expenses are also being contained within reasonable limits through the adoption

of various economy measures. Computers are being installed on the major Railways for making managerial information available promptly and accurately and one is being installed in the Railway Board's office to help improve transportation and secure better control of the movement of wagons.

[Ministry of Railways (Railway Board) O.M. No. 67-B (C)-EC/IV/10 dated 21-2-1968].

Recommendation (Serial No. 5), Para No. 11

The Committee feel deeply concerned to note that roughly 63 per cent of the working expenses of the railways is on staff cost and 37 per cent, on materials and equipments. The Committee cannot too strongly stress the need for reduction of the high expenditure on Administration.

REPLY OF GOVERNMENT

Economy measures continue, aimed at reduction of the expenditure on Administration. There is already a general ban on recruitment to clerical grades in the Administrative offices.

[Ministry of Railways (Railway Board) O.M. No. 67-B (C)-EC/IV/10 dated 21-2-1968].

Recommendation (Serial No. 6), Para No. 12

The Committee appreciate the efforts made by the Ministry of Railways to increase productivity by instituting Work Study Cells at Headquarters and in some Zonal Railways. The Committee feel that the Work Study is a useful tool that can produce effective and speedy results. They would, however, caution that the staff conducting work studies should be carefully selected and thoroughly trained so that reliable statistics become available.

REPLY OF GOVERNMENT

Full fledged Work Study Courses have been introduced at Railway Staff College, Baroda, for officers and at Zonal Training School, Northern Railway, Chandausi. These courses are conducted by duly trained Work Study Instructors, and are modelled on similar courses given at the British Railways' Institute of Work Study, Watford, England, and by the National Productivity Council in India.

Training of officers.

The Work Study Courses introduced at Baroda Staff College are of two kinds. Advanced courses of 13 weeks' duration each offer

intensive training in the theory and practice of all aspects of Work Study and allied techniques. The objective of these courses is to train work study specialists. The training given is sufficiently advanced for those completing the courses to be admitted to the Graduate Membership of the Institution of Work Study (India), which is an affiliate of the Institution in Britain.

In addition to the Advanced courses, Appreciation courses of 10 days' duration each seek to introduce officers to work study techniques, and to plant in them a generally analytical attitude towards departmental problems. Lectures on work study technique have been also included in the syllabii of Second Phase courses for probationary officers and, in Refresher Courses for officers from all Departments.

Officers who have a good academic and departmental background, and an analytical bent of mind, are selected for these courses. A few selected officers are also being sent abroad for further training.

Junior Administrative Officers.

In addition to the above, arrangements have been made to send Junior Administrative Officers for Appreciation courses in Work Study at the Defence Institute of Work Study, Mussoorie. After training, these officers constitute sub-committees of Deputy Heads of Departments on each of the zonal railways, to guide the selection of work study projects and to pilot the work study report through the concerned departments.

Sub-ordinates training.

Advanced Work Study courses at the Zonal Railways Training School, Chandausi, last for 6 weeks each and include intensive training in theory and practice. Appreciation Courses are of 10 days' duration. Specially selected Senior Supervisors from all Indian Railways have been attending these courses.

The officers and senior subordinates trained in Advanced courses in Work Study are posted to Work Study Cells on the Railways.

[Ministry of Railways (Railway Board) O.M. No. 67-B(C)-EC/IV/10 dated 21-2-1968].

Recommendation (Serial No. 7), Para No. 12

The Committee recommend that Work Study Cells may be set up in all the Zonal Railways and continuous studies made not only to

improve the operational techniques but also to eliminate wastage in men and materials.

REPLY OF GOVERNMENT

Work Study Cells have since been set up at the Headquarters of all the Zonal Railways, and on 10 selected Divisions of the Central Western and Northern Railways. These cells are manned by officers and staff trained at Advanced Courses in Work Study at Railway Staff College, Baroda, and Staff Training School, Chandausi.

A total of 30 project studies in transportation, Commercial, mechanical engineering and civil engineering fields have been so far completed, and their recommendations are at various stages of implementation. Another 60 projects have been scheduled for study, 18 of these being in an advanced stage of completion. All project studies seek the twin objectives of achieving economy through increased productivity, and greater efficiency of working.

[Ministry of Railways (Railway Board) O.M. No. 67-B(C)-EC/IV/10 dated 21-2-1968].

Recommendation (Serial No. 8), Para No. 12

The Committee recommend that the Work Study Cells of Railways should lay down targets for the completion of the various studies undertaken by them and it should be ensured that these targets are adhered to. It is important to stress that the utility of the Work Study Cells should be judged by their performance.

REPLY OF GOVERNMENT

The Committee's recommendation has been noted. Targets are laid down for the completion of project studies by the Work Study teams, and a watch is kept at the Railway Board's level to see that the studies are completed within the target time. A regular system of feedback has also been devised by which the implementation of recommendations of each study, together with the financial and other benefits received, is regularly reported to the Railway Board.

[Ministry of Railways (Railway Board) O.M. No. 67-B(C)-EC/IV/10 dated 21-2-1968].

Recommendation (Serial No. 9), Para No. 14

The Committee would suggest that the recommendations of the Committee on Transport Policy and Co-ordination regarding closure

of unremunerative branch lines of the Railways should be implemented by the Government. For this purpose, the Central Government should impress upon the State Governments that while giving licences or permits for road transport they should keep in view the broad national interests. They should also extend full co-operation to the Railways in closing such of the unremunerative branch lines on which the losses incurred by the Railways are not commensurate with the public utility served, and where such closure could be effected by developing alternative transport facilities, at almost the same cost to the economy, to serve the needs of the areas concerned.

REPLY OF GOVERNMENT

As the Estimates Committee are already aware, even before the Committee on Transport Policy and Coordination made a recommendation on the subject, the working of branch lines was reviewed from time to time and action initiated for closure of such of them as were found unremunerative.

2. The recommendation of the Committee on Transport Policy and Coordination gave a more positive and concrete form to this practice of the Railways. A detailed review of branch lines was undertaken. Seventy-one of them have so far been found unremunerative, eleven of them broad gauge, twenty-six metre gauge, and thirty-four narrow gauge. In the case of fourteen of them, it was found that road transport could, without difficulty and without detriment to the public interest, replace rail transport. The State Governments concerned were requested to confirm that there would be no difficulty in making such marginal additions to road transport as might be necessary for filling the gap created by the closure of the railway line. Replies from some of the State Governments are still awaited. Those that have replied have expressed themselves against the proposed withdrawal of rail transport. The matter is being further examined.

3. As the Committee would appreciate, implementation of the recommendation of the Committee on Transport Policy and Coordination must necessarily be a continuing affair. Regional and political sentiment and the deep-rooted conviction that rail transport is necessary for the development of under-developed areas have also to be reckoned with.

4. The Committee recommended that the Central Government should impress upon the State Governments that, while issuing licences or permits for road transport, they should keep in view the broad

national interest and also extend full cooperation to the Railways in the matter of closing of unremunerative branch lines. The Ministry of Transport have written to the State Governments on the subject. The matter is being pursued with them.

[Ministry of Railways (Railway Board) O.M. No. 67-B (C)-EC. IV/10 dated 30-3-1968.]

Recommendation (Serial No. 10), Para No. 20

The Committee realise that the Railways as a Government undertaking have to meet their operating expenses as well as overhead charges from their total earnings and in addition they have to earn a surplus to meet their financial commitments as determined by Parliamentary Conventions. They also realise that in years to come the Railways have to be prepared to meet heavier financial commitments. The Committee are glad to note that while modifying the Freight Structure on the lines of the recommendations of the Freight Structure Enquiry Committee, the Railways have generally kept in view the principles suggested by the Estimates Committee (1955-56) in their 26th Report (First Lok Sabha) on the Ministry of Railways 'Commercial Matters', namely that the freight structure should be such as to ensure the financial stability of the Railways, and it should give some consideration to the cottage and the newly developing small scale industries, and also to the export and import traffic.

REPLY OF GOVERNMENT

The observations of the Estimates Committee have been noted.

[Ministry of Railways (Railway Board) O.M. No. 67-B (C)-EC. IV/10 dated 18-3-1968.]

Recommendation (Serial No. 11), Para No. 20

The Committee are in agreement with the views of the Committee on Transport Policy and Coordination that there should be a re-thinking on the Railways' rating policy so as to adopt cost-based rates for different kinds of traffic.

In this connection, the Committee are glad to know that the Railways have adopted a forward looking approach on the subject of cost based studies and have undertaken steps to improve cost data. They hope that as and when better cost information is available the Railways will be able to make adjustments to bring about greater correspondence between rates and costs in future. The Committee agree

with the observations of the Committee on Transport Policy and Coordination that there are limits to the Railways' ability to adjust rates on the basis of costs fully and in all cases because of the wide variations in costs on the Railways "resulting from different conditions of operation on the different parts of the railway system, and the Railways' obligation, as a national undertaking, to have uniform rates all over the railway system."

REPLY OF GOVERNMENT

The observations of the Estimates Committee have been noted.

[Ministry of Railways (Railway Board) O.M. No. 67-B(C)-EC. IV/10 dated 18-3-1968.]

Recommendation (Serial No. 12), Para No. 20

As pointed out by the Committee on Transport Policy and Coordination, the pattern of freight traffic on the Railways has been changing considerably and the proportion of low rated commodities has been increasing.

In the opinion of the Estimates Committee, the diversion of high rated traffic to the road transport is a problem which has to be tackled effectively. The Committee feel that if more and more of high rated traffic is allowed to slip away to the road transport, leaving only low rated traffic for the Railways, a situation may arise when the Railways will be compelled to make a further upward revision of freight rates in respect of all commodities to safeguard their finances.

REPLY OF GOVERNMENT

The observations of the Estimates Committee have been noted.

[Ministry of Railways (Railway Board) O.M. No. 67-B(C)-EC. IV/10 dated 18-3-1968.]

Recommendation (Serial No. 13), Para No. 20

The Committee would like to invite the attention of Government to the recommendations made by the Estimates Committee (1955-56) in para 32 of their 26th Report (First Lok Sabha) on the Ministry of Railways—Commercial Matters, wherein they stressed the need of having an organisation consisting of representatives of the Railways and of Chambers of Industries and Commerce and other bodies for purposes of consultation in regard to tariff changes. The Committee understand that the Railway Freight Structure Enquiry Committee also appreciated the need for consultation and exchange of views by the Commercial Committee of the Railways with the representatives

of the Federation of Indian Chambers of Commerce and Industry and the Associated Chambers of Commerce and Industry before making the financial recommendations to Government. The Committee feel that the adoption and continuance of such a practice would ensure a wider appreciation of the problems of the Railways by the users and would also enable Railways to ensure tariff changes with considerable measure of public support.

REPLY OF GOVERNMENT

The observations of the Estimates Committee have been noted.

[Ministry of Railways (Railway Board) O.M. No. 67-B (C)-EC. IV/10 dated 18-3-1968.]

Recommendation (Serial No. 14), Para No. 21

The Committee feel that since the movement of materials in block rakes is a convenient and economic form of operation, steps should be taken by the Railways to encourage such movement by allowing suitable concessions in freight for such movements.

REPLY OF GOVERNMENT

An Officer on Special Duty has been appointed to make a comprehensive review of the railways' rates structure and the question whether special rates may be quoted for train-load movements is among his terms of reference. Appropriate action will be taken after he has completed his examination and his recommendations have been considered by the Government.

[Ministry of Railways (Railway Board) O.M. No. 67-B (C)-EC. IV/10 dated 25-3-1968.]

COMMENTS OF THE COMMITTEE

The recommendation in the report of the Officer on special Duty on the specific question of quoting special rates for block rake movements, and the final decision of Government thereon, may be intimated for the information of the Estimates Committee.

Recommendation (Serial No. 15), Para No. 22

The Committee feel that in the case of "Freight to pay" consignments there is no justification for the Railways to insist on full payment of freight till all the wagons covered by a Railway Receipt have been delivered. The Committee would therefore, suggest that the

matter may be discussed between the representatives of the Ministry of Railways and the Coal Trade in order to evolve a workable solution to mitigate the hardship being caused to the Trade.

REPLY OF GOVERNMENT

The coal loading Railways have been directed to discuss the matter with the coal trade to see whether a workable solution can be found.

[Ministry of Railways (Railway Board) O.M. No. 67-B (C)-EC. IV/10 dated 30-3-1968.]

Recommendation (Serial No. 16), Para No. 23

The Committee regret to note that there has been a failure on the part of Railway officials to honour the terms of the agreement that has been mutually agreed upon by the Railways and the Ministry of Food and Agriculture regarding non-collection by the Railways of undercharges on Fertiliser consignments from the consignees. They would suggest that clear instructions should be issued to all concerned so that the agreement with the Ministry of Food and Agriculture is fully implemented and inconveniences to the consignees in this respect are avoided.

REPLY OF GOVERNMENT

Instructions have been issued to the Railways enjoining strict compliance with the earlier directive on the subject.

2. It may, however, be pointed out that the understanding between the Ministry of Railways and the Ministry of Food and Agriculture covered only despatches made by the Ministry of Food and Agriculture.

[Ministry of Railways (Railway Board) O.M. No. 67-B (C)-EC. IV/10 dated 18-3-1968.]

Recommendation (Serial No. 17), Para No. 29

The Committee note that the average rate of passenger fares charged on the Indian Railways compares favourably with the corresponding rates in certain neighbouring countries. The Committee also note that the earnings from the Air-conditioned Class and the First Class did not fully meet the estimated cost of providing these services till 1966-67. The Committee feel that it would be rather premature to guess at this stage if the increase in passenger fares for Air-conditioned and First Classes from June, 1967, will result in an

improvement in this regard. The Committee, however, hope that the Railways would continue to keep a watch on the occupancy ratio of, and earnings from, these classes and adopt suitable remedial measures as and when necessary to ensure that the revenues from the Air-conditioned and First Classes are at least sufficient to cover the cost of their haulage.

REPLY OF GOVERNMENT

The recommendation has been noted. The Railways would continue to keep a watch and take measures, as and when necessary, to ensure as far as possible that these services pay for themselves.

[Ministry of Railways (Railway Board) O.M. No. 67-B (C)-EC. IV/10 dated 21-2-1968.]

Recommendation (Serial No. 18), Para No. 30

The Committee hope that an early decision on the question of withdrawal of inflated mileage treated as chargeable distance between Rajendra Pul and Hattidah Junction would be taken so that the inflated mileage is continued only to the extent it is absolutely necessary.

REPLY OF GOVERNMENT

The observations of the Estimates Committee have been noted.

[Ministry of Railways (Railway Board) O.M. No. 67-B (C)-EC. IV/10 dated 18-3-1968.]

COMMENTS OF THE COMMITTEE

The final decision of Government in the matter may be intimated for the information of the Estimates Committee.

Recommendation (Serial No. 20), Para No. 34

While the Committee appreciate the need for maintaining the independent status of the Railway Rates Tribunal, they nevertheless feel that the twenty-seven complaints received since 1958 and 43 interlocutory petitions and 65 revision petitions from staff during the last two years give a poor index of the workload in relation to the total strength of this Organisation. The Committee feel concerned about the inadequate workload of the Tribunal and would, therefore, suggest that the possibility of entrusting additional items of work commensurate with the judicial nature and independent status of the Tribunal should be explored.

REPLY OF GOVERNMENT

The Committee's observations have been noted and Government are exploring the possibility of entrusting additional items of work to the Railway Rates Tribunal in consultation with that body.

[*Ministry of Railways (Railway Board) O.M. No. 67-B(C)-EC/IV/10 dated 30-3-1968.*]

Recommendation (Serial No. 21), Para No. 34

The Committee would suggest that efforts should be made for an expeditious disposal of their work by the Railway Rates Tribunal.

REPLY OF GOVERNMENT

The observations of the Committee have been brought to the notice of the Tribunal.

[*Ministry of Railways (Railway Board) O.M. No. 67-B(C)-EC/IV/10 dated 18-3-1968.*]

Recommendation (Serial No. 23), Para No. 37

The Committee do not feel happy about the delays on the part of Railway Administrations in submitting documents and pleadings before the Railway Rates Tribunal, which in some cases extended upto about six months. They would suggest that the desirability of submission of documents and pleadings to the Tribunal within the time limits prescribed for the purpose should be stressed on all Railway Administrations and a constant watch should be kept at a high level in this regard.

REPLY OF GOVERNMENT

Suitable instructions have been issued to the Railways a copy of which is attached. (Appendix I).

[*Ministry of Railways (Railway Board), O.M. No. 67-B(C)-EC/IV/10 dated 18-3-1968.*]

Recommendation (Serial No. 26), Para No. 46

The Committee would suggest that the system of intimating the consignees by postcard or telephone regarding arrival of their consignments may be suitably extended to all important stations so that the consignees or their agents may visit the goods sheds to take delivery of their consignments only after the same have actually arrived.

REPLY OF GOVERNMENT

The recommendation has been accepted and necessary instructions issued to the Railways.

[Ministry of Railways (Railway Board), O.M. No. 67-B(C)-EC/IV/10 dated 30-3-1968.]

Recommendation (Serial No. 28), Para No. 47

The Committee also suggest that the cooperation of the Local Committees and Zonal Railway Users' Consultative Committees and the various Chambers of Commerce may be sought by the Railways so that anti-social elements may not be able to dictate the prices of the market especially during festival days by non-clearance of goods from Railway goods sheds for an unduly long time.

REPLY OF GOVERNMENT

The recommendation has been accepted and suitable instructions have been issued to the Railways.

[Ministry of Railways (Railway Board) O.M. No. 67-B(C)-EC/IV/10 dated 5-4-1968.]

Recommendations (Serial Nos. 29 & 30), Para No. 48.**Sl. No. 29**

The Committee note with regret that different types of corrupt practices are prevalent at Railway Goods Sheds despite the corrective methods adopted by the Railways. They, therefore, feel that newer and more stringent methods should be devised to combat this evil. They desire that in the meantime the surprise checks being made should not only be continued but also intensified and disciplinary action of a deterrent nature taken against all those who may be found guilty of such practices.

Sl. No. 30

The Committee suggest that the postings and transfers of staff to and from the Railway goods sheds notorious for corrupt practices, and also other important goods sheds, should be dealt with at a sufficiently high level.

REPLY OF GOVERNMENT**Sl. No. 29**

Surprise checks of the Goods Sheds, particularly of those considered sensitive from the point of view of corrupt activities, are

being continued as a regular programme. The Zonal Railway Administrations have been instructed to see to it that adequate and deterrent action is taken against all those who are found guilty. The Committee's suggestion for intensifying such surprise checks has been noted for future guidance. The recommendation of the Committee for devising newer and stringent methods to combat the evil is receiving the attention of the Government.

Sl. No. 30

The recommendation has been accepted.

[Ministry of Railways (Railway Board), O.M. No. 67-B (C)-EC/IV/10 dated 30-3-1968.]

Recommendation (Serial No. 31), Para No. 49

The Committee would suggest that the Railways should make a sustained effort for putting of package entries inside the wagons so that the inconvenience and loss caused to the Trade could be avoided. In any case this is a matter which should be discussed with representatives of the Trade and their general difficulties mitigated to the extent possible.

REPLY OF GOVERNMENT

The recommendation has been accepted and necessary instructions issued to the Railways.

[Ministry of Railways (Railway Board), O.M. No. 67-B (C)-EC/IV/10 dated 25-3-1968.]

Recommendation (Serial No. 33), Para No. 52

The Committee feel concerned over huge amounts of wharfage and demurrage dues remaining in arrears. The percentage of out-standings is high particularly on the Eastern, Northeast Frontier and South Eastern Railways. As compared to the arrears of 1964-65, the position has deteriorated in 1965-66 on the Central, South Eastern and Western Railways. The Committee need hardly stress the desirability of taking effective measures to realise the Railway dues and wipe off the arrears at an early date.

REPLY OF GOVERNMENT

The observations of the Estimates Committee have been noted and necessary action is being taken.

[Ministry of Railways (Railway Board), O.M. No. 67-B (C)-EC/IV/10 dated 25-3-1968.]

Recommendation (Serial No. 34), Para No. 52

The Committee also suggest that responsibility should be fixed for any lapses in the matter of fixation and realisation of demurrage and wharfage charges and disciplinary action taken against the officers concerned.

REPLY OF GOVERNMENT

The Ministry of Railways have not come across any serious lapses in the matter of fixation of demurrage and wharfage charges. As for recovery of the charges due, the position is kept under watch and appropriate action is taken where called for.

[*Ministry of Railways (Railway Board), O.M. No. 67-B (C)-EC/IV/10 dated 25-3-1968.*]

Recommendation (Serial No. 35), Para No. 53

The Committee would suggest that the Railways may examine the feasibility of refunds being allowed by Commercial Officers without financial concurrence at least to the extent of the original powers enjoyed by these officers in regard to waiver of demurrage.

REPLY OF GOVERNMENT

The recommendation has been accepted and necessary instructions have been issued to the Railways.

2. The revised procedure has, for the present, been introduced for a year, because the Ministry of Railways would like to check up on how it works before deciding whether to make it permanent. The position will be reviewed during the course of the year.

[*Ministry of Railways (Railway Board), O.M. No. 67-B (C)-EC/IV/10 dated 5-4-1968.*]

Recommendation (Serial No. 36), Para No. 54

The Committee would suggest that in cases where siding charges are levied on the basis of shunts, the Railways may issue, on demand, separate receipts for the siding charges as may be allocated by the consignors to cover the consignments despatched to different destinations.

REPLY OF GOVERNMENT

The recommendation has been accepted and necessary instructions issued to the Railways.

A copy of the instructions issued is attached (Appendix II).

[Ministry of Railways (Railway Board), O.M. No. 67-B(C)-EC/IV/10 dated 18-3-1968.]

Recommendation (Serial No. 37), Para No. 55

The Committee are concerned about the continuous increase in the number of new claims preferred from year to year and cannot too strongly stress the need for concerted measures by the Railways to arrest this rising trend.

REPLY OF GOVERNMENT

The Committee's observations are noted.

[Ministry of Railways (Railway Board), O.M. No. 67-B(C)-EC/IV/10 dated 25-3-1968.]

Recommendation (Serial No. 38), Para No. 55

The Committee note that the percentage of amount paid as compensation to gross earnings of the Railways, which had gradually fallen down to 0.99 per cent in 1963-64 again rose to 1.01 per cent in 1964-65.

The position in this regard is particularly unsatisfactory in North-east Frontier Railway where despite the fall in the number of claims during 1964-65, the percentage of amount paid as compensation to gross earnings has increased to 5 per cent from 1.01 per cent during 1963-64.

The Committee would urge that the causes of the rise in percentage in all Zonal Railways generally and particularly in North-east Frontier Railway may be investigated by the Railways.

In this connection, the Committee understand that this percentage was as low as 0.03 to 0.04 per cent on some of the Railways in the early Thirties.

REPLY OF GOVERNMENT

The Committee's concern that the proportion of compensation paid to gross earnings should be kept as low as possible has been noted and the position will be kept under watch. It may, however, be mentioned that the rise from 0.99 per cent in 1963-64 to 1.01 per cent in 1964-65 is accounted for by the rise in prices.

2. So far as the position on Northeast Frontier Railways is concerned, it is unfortunate that the percentage for the year 1964-65 as appearing in the Railway Board Report on Indian Railways was an error; it should have been 0.5 per cent and not 5.00 per cent.

[Ministry of Railways (Railway Board), O.M. No. 67-B (C)-EC/IV/10 dated 25-3-1968.]

Recommendation (Serial No. 39), Para No. 57

The Committee appreciate the efforts made by the Claims Prevention Organisation of the Railways for the prevention of claims. They would suggest that the efforts may be further intensified so that the incidence of claims may be appreciably brought down in all the Zones.

REPLY OF GOVERNMENT

Necessary instructions have been issued to the Railways that steps should be taken to intensify the efforts of the claims prevention organisation. A copy of letter No. TCIII/3132/67/Estimates Committee/39 dated 16-1-1968 addressed to the General Managers, All Indian Railways is attached for reference. (Appendix III).

[Ministry of Railways (Railway Board), O.M. No. 67-B (C)-EC/IV/10 dated 21-2-1968.]

Recommendation (Serial No. 40), Para No. 58

In regard to about 250 recent cases of long delays in transit or bad detention to wagons and small consignments booked to Patna junction, that were brought to the notice of the Ministry by the Committee, the Committee find that except for one reason (namely parties not turning up for release of wagons booked under 'L' condition), all other reasons furnished by the Ministry for delay/detention are such as would appear to be the responsibility of the Railways alone.

In the opinion of the Committee, the position reflects a very unsatisfactory state of affairs as the cases in question pertain to the consignments booked only to one Junction.

The Committee, therefore, feel that there is need for an intensive drive on the part of the Railways to effectively bring down the cases of delay in transit particularly in view of severe competition from road transport almost all over the country.

REPLY OF GOVERNMENT

The matter has been brought to the notice of the General Managers of All Indian Railways and they have been instructed to take suitable measures so as to effectively bring down the delays in transit.

[Ministry of Railways (Railway Board), O.M. No. 67-B (C)-EC/IV/10 dated 21-2-1968.]

Recommendation (Serial No. 41), Para No. 60

The Committee feel that the Railways should not only tighten up the security measures in the yards and in the running trains, but should also evolve, in consultation with the Coal Industry, a suitable procedure for assessing, to the extent possible, the amount of coal that is being pilfered while in custody of the Railways. Once the magnitude of the problem is known, it would itself indicate the extent of ineffectiveness of the measures taken to prevent unfair practices on the Railways and also impress upon them the desirability of finding other suitable methods of improving their preventive techniques, including stricter measures against the staff conniving at or involved in such thefts.

REPLY OF GOVERNMENT

The recommendation of the Committee is accepted. The Ministry of Railways, however, wish to clarify that the assessment of the quantum of pilferage has to be necessarily on a sampling basis in view of the nature and magnitude of the traffic. It is also proposed that the sample may be confined to loco coal as loco coal forms a very big proportion of the total coal carried by the Railways and since the circumstances in respect of carriage of loco coal are the same as in respect of carriage of other coal and the movement of loco coal is spread over all Zonal Railways. This will have the merit of being based on a large and representative sample. The process will need no consultation with the Coal Industry as such. It is proposed to arrange for a random sample weightment of loco coal wagons on run and upon arrival at selected destinations during a selected period of one month, and thereafter the results will be co-related with the weight shown on the invoices to assess the extent of pilferage of loco coal in transit. This will provide a reliable assessment of the magnitude of pilferage of coal while in transit on the Railways and the results thus arrived at, will be used for the purposes indicated in the recommendations.

It is stated that the Railways are continuously giving attention to the question of tightening up security measures in the yard and

in the running trains for the purpose of reducing the incidence of thefts not only from coal wagons but from wagons carrying all description of traffic.

[Ministry of Railways (Railway Board), O.M. No. 67-B (C)-EC/IV/10 dated 25-3-1968.]

Recommendation (Serial No. 42), Para No. 61

The Committee feel that in cases of frequent preferment of claims by the same parties the possibilities of collusion between the parties and the Railway staff operating in the area cannot completely be ruled out. The Committee, would, therefore, suggest that the Railways should conduct a survey, not only of the type and categories of parties that prefer claims more often but also about the nature of claims that are preferred with a view to analysing the factors responsible for the emergence of a large number of claims cases. If necessary, suitable administrative action like transfers of staff may be restored to in order to avoid any possible collusion between the parties and the Railway staff operating in the area.

REPLY OF GOVERNMENT

Railways have been directed to conduct the sort of survey suggested by the Committee and to take such action as the results of the survey may indicate.

[Ministry of Railways (Railway Board), O.M. No. 67-B (C)-EC/IV/10 dated 30-3-1968.]

Recommendations (Serial Nos. 43 & 44), Para No. 62

43. *The Committee consider that there is need for giving more publicity to the procedure for submission of claims in Railway Time Tables and through Notice Boards at important stations and in parcel and goods offices.*

44. *The Committee suggest the compilation by the Railways of a Handbook giving full information about the procedure for filing claims for the guidance of the trading public.*

REPLY OF GOVERNMENT

A "Guide for Claimants" has been prepared and arrangements are being made to publish it. Arrangements are also being made to incorporate a suitable notice in the time tables and display it at parcel offices and goods sheds.

[Ministry of Railways (Railway Board) O.M. No. 67-B (C)-EC. IV/10 dated 30-3-1968.]

Recommendation (Serial No. 45), Para No. 64

The Committee note the improvement being made in the matter of speedy disposal of claims cases by the Railways. They, however, feel that the improvement should be kept up and efforts should continue to be made by the Railways towards an expeditious disposal of claims cases and to bring about a stage when there would be no pending case more than three months old.

REPLY OF GOVERNMENT

The Railways will certainly strive to improve on their present performance and further bring down the time taken for disposal of claims. They would also keep in view the goal set for them by the Estimates Committee that there should be no case pending for more than three months. But it may be mentioned that where a claim arisen from non-delivery or partial delivery of a consignment and the consignment was one booked to be carried over a number of Railways, three months time is not always enough for settling the claims.

[Ministry of Railways (Railway Board) O.M. No. 67-B (C)-EC, IV/10 dated 18-3-1968.]

Recommendation (Serial No. 46), Para No. 64

The Committee are glad to note that the question of "Disposal of Claims" is currently under examination by the Efficiency Bureau of the Railway Board. They hope that the procedures for the settlement of claims cases will be streamlined as a result of the examination made by the Efficiency Bureau.

REPLY OF GOVERNMENT

The observations of the Committee have been noted.

[Ministry of Railways (Railway Board) O.M. No. 67-B (C)-EC, IV/10 dated 18-3-1968.]

Recommendation (Serial No. 47), Para No. 65

The Committee feel that the existing instructions are not sufficient to ensure that a person wishing to enquire about the latest position of his claim is actually sent a reply promptly.

They would, therefore, suggest that the railways should introduce a form containing a counterfoil which the person wishing to make

an enquiry could fill in and leave with the Enquiry Clerk after obtaining a receipt on the counterfoil. The person concerned must get a reply after two or three days. In the opinion of the Committee, such a procedure would ensure that no avoidable harassment is caused to the claimants and also eliminate chances of any unfair practice being resorted to by any member of the Railway staff.

REPLY OF GOVERNMENT

The recommendation has been accepted and necessary instructions issued to the Railways.

[Ministry of Railways (Railway Board) O.M. No. 67-B (C)-EC. IV/10 dated 30-3-1968.]

Recommendation (Serial No. 48), Para No. 69

The Committee hope that as a result of the steps taken to collect statistics in all Zonal Railways of claims cases in which decisions taken by the Railway Administrations were reversed by the law courts, it would be possible for the Railways to keep a watch at the appropriate level on the effectiveness of the measures taken to defend the court cases and also take remedial measures to remove any shortcomings in this direction.

In this connection, the Committee would also suggest that the selection of legal officers for defending their Court cases should be done very carefully by the Railways.

REPLY OF GOVERNMENT

The observations of the Committee have been noted.

2. As for a watch being maintained on cases taken to court by the claimants and decreed against the Railways, a copy of the instructions issued to the Railways in July, 1966, is attached. (Enclosure to Appendix IV).

3. In compliance with this recommendation of the Estimates Committee, further instructions have been issued to the Railways. A copy of the directive issued is attached (Appendix IV).

[Ministry of Railways (Railway Board) O.M. No. 67-B (C)-EC. IV/10 dated 18-3-1968.]

Recommendation (Serial No. 49), Para No. 73

The Committee are in agreement with the suggestions made by the Committee of the National Railway Users' Consultative Council.

and feel that the recommendations, if properly and promptly implemented would have an impact on the evil of ticketless travelling. The Committee feel convinced that the problem has assumed such a dimension that mere administrative measures will not help eradicate this evil. The cooperation of the travelling public and other voluntary organisations, more especially of the Passengers' and Transport Users' Associations who are represented on the Zonal or Divisional Railway Users' Consultative Committee has to be sought fully and unreservedly. The authorities should also try to get the help and cooperation of the heads of educational institutions so that the students may be made to realise the wider moral effect of this anti-social practice.

REPLY OF GOVERNMENT

Out of 37 recommendations made by the Committee of National Railway Users' Consultative Council, 32 have been accepted and they have either been implemented or are in the process of implementation. Acceptance of two recommendations involves considerable expenditure on staff. In view of the present need for economy, action on these recommendations has been kept in abeyance. The remaining recommendations are still under consideration.

2. A scheme was introduced on the Railways some time ago whereby the co-operation of the voluntary social organisations like the Bharat Sewak Samaj and Railway Transport Users' Associations was enlisted and volunteers deputed by these organisations were associated with the ticket checking staff for carrying out surprise checks. The scheme is still in force although it did not prove very successful on some of the Zonal Railways. Instructions have been issued to the Railway Administrations again to pursue the scheme vigorously especially with the co-operation of the Members of the Railway Users' Consultative Committees, who represent Railway Transport Users' Associations.

3. With a view to discouraging students from travelling without tickets, the co-operation of the Heads of the Educational Institutions has been sought by the Railway Administrations. Educative propaganda has also been undertaken in educational institutions, as recommended by the Committee of N.R.U.C.C., and for this purpose Railway Administrations have been instructed to enlist the services of retired Senior Railway Officers for visiting educational institutions and giving lectures to students on the evil of ticketless travel.

Ministry of Railways (Railway Board) O.M. No. 67-B (C)-EC. IV/10
dated 18-3-1968.1

Recommendation (Serial No. 50), Para No. 73

The Committee have reason to believe that there is sufficient truth in the complaint that has been made by a representative association of passengers that the "Railway staff have actually no scope of dealing with habitual ticketless gangs in the absence of adequate protection from the anti-social elements or willing cooperation from the Railway Police". The Committee would, therefore, like to stress the necessity of providing the necessary security to the checking staff.

REPLY OF GOVERNMENT

The Railways make adequate arrangements in consultation with local G.R.P. authorities in providing protection to ticket checking staff, wherever necessary, so that ticket checking is made effective.

2. However, the Committee's recommendation has been brought to the notice of the Railway Administrations. They have been instructed to prepare lists of such sections, or stations where the ticket checking staff apprehend danger and furnish the same to State/District authorities for providing police protection to ticket checking staff and to contact State/District authorities at appropriate levels to ensure that suitable arrangements are made.

[Ministry of Railways (Railway Board) O.M. No. 67-B(C)-EC. IV/10 dated 18-3-1968.]

Recommendation (Serial No. 51), Para No. 74

While the Committee fully appreciate the moral effect of an effective ticket-checking organisation, they nevertheless feel that the fact that the amounts realised by the Travelling Ticket Examiners are not even sufficient to meet their own cost is likely to lend support to the common belief that ticket-checking staff themselves indulge in corrupt practices like abetting passengers who travel without tickets.

It has been brought to the notice of the Committee that one such corrupt practice adopted by the Travelling Ticket Examiners is to delay the issue of tickets after collection of the fare from the passengers concerned. Apart from the leakage of this revenue which is rightfully due to the Railways, the Committee take a serious view of the moral degeneration that is being encouraged through ticketless travelling.

The Committee feel that there is need for surprise check over the Travelling Ticket Examiners by superior officers of all grades of

the Railways so as to ensure that the instructions regarding checking of tickets and realisation of Railway dues are strictly enforced.

REPLY OF GOVERNMENT

The observations made by the Committee in paras 1 and 2 of their recommendation are noted and the recommendation made in para 3 has been accepted and necessary instructions have been issued to the Railway Administrations for implementing the recommendation.

[Ministry of Railways (Railway Board) O.M. No. 67-B (C)-EC, IV/10 dated 18-3-1968.]

Recommendation (Serial No. 53), Para No. 75

The Committee hope that the question of issue of a consolidated certificate by Railway Guards where a party of passengers desiring to travel to the same destination is unable to purchase tickets on account of closure of the booking window would be looked into and necessary instructions issued for the guidance of all concerned.

REPLY OF GOVERNMENT

The recommendation has been accepted and necessary instructions have been issued to the Railways.

[Ministry of Railways (Railway Board) O.M. No. 67-B (C)-EC, IV/10 dated 21-2-1968.]

Recommendation (Serial No. 54), Para No. 78

The Committee hope that the recommendations of the Committee of the National Railway Users' Consultative Council to curb the tendency of misuse of alarm chain will be considered and implemented by the Railways at an early date.

REPLY OF GOVERNMENT

To deal with the problem of alarm chain pulling in trains, the Committee of the National Railway Users' Consultative Council on Ticketless travel and alarm chain pulling, etc. have, apart from the suggestions to arouse public opinion and to enlist their support, made the following recommendations:

- (i) on occasions of fairs and festivals, more trains should be run to avoid overcrowding;
- (ii) wherever misuse of alarm chain is heavy, anti-alarm chain pulling squads should be formed;

- (iii) the Indian Railways Act should be amended to provide for a minimum fine for ticketless travel and false alarm chain pulling; and
- (iv) position should be reviewed in due course if cases of unauthorised alarm chain pulling have increased sharply on certain sections after the restoration of the alarm chain apparatus.

Details of action taken by the Government on the recommendations mentioned above are as under:

Item (i)—Arrangements are already being made by the Railways for clearance of extra rush of traffic offering on occasions of fairs, festivals, etc. by attaching additional coaches to scheduled services and/or running special trains to the extent operationally feasible and justified by traffic offering.

Item (ii)—At present three zones of Indian Railways, viz., Northern, North Eastern and Eastern Railways, are worst affected by this menace. Out of these three zones, anti-alarm chain pulling squads have been formed on Northern and Eastern Railways and North Eastern Railway has been instructed to take similar action.

Item (iii)—The recommendation has been accepted and action initiated to amend the Act.

Item (iv)—As stated on page 74 of the Estimate Committee's report, the position has since been reviewed and the Railway Administrations have again been authorised to blank off alarm chain where considered necessary.

[Ministry of Railways (Railway Board) O.M. No. 67-B (C)-EC. IV/10 dated 21-2-1968.]

Recommendation (Serial No. 55), Para No. 79

The Committee cannot too strongly deprecate the wanton destruction of railway property and attacks on railway employees by anti-social elements. The Committee are glad to note that the Railways are alive to the problem and this matter was discussed at a Conference with the State Chief Ministers who have assured them that they would gear up the machinery and give all assistance to the

Railway Administrations in tackling this problem. The Committee hope that the matter would be kept under review and no effort would be spared for bringing about better co-ordination between the Railway staff, the Railway Police and the Railway Protection Force.

REPLY OF GOVERNMENT

In view of the State Chief Ministers' assurances that they would gear up the machinery and give all assistance to the Railway Administrations in tackling the wanton destruction of railway property and attacks on railway employees by anti-social elements, a copy of the recommendation No. 55 of the Estimates Committee has been sent to all the General Managers, Indian Railways with the instructions that they should do their best to secure co-operation of the State Administrations and whenever the 'Law & order' situation warrants the State authorities be approached at the appropriate level without any loss of time.

Similarly Ministry of Home Affairs have also been requested to issue necessary instructions to the States to extend all possible assistance to the Railway Administrations in maintaining 'Law & order' in the railway premises and in Railway trains.

[Ministry of Railways (Railway Board) O.M. No. 67-B (C)-EC. IV/10 dated 21-2-1968.]

Recommendation (Serial No. 57), Para No. 90

The Committee would suggest that a procedure should be evolved whereunder when a particular suggestion made by a Consultative Committee or a member thereof is turned down by a Zonal Railway and is afterwards accepted by the Railway Board, the concerned Consultative Committee member should be informed about it, so that it may be felt that their suggestion has been given due consideration.

REPLY OF GOVERNMENT

The recommendation has been accepted and instructions have been issued to the Railway Administrations for its implementation.

[Ministry of Railways (Railway Board) O.M. No. 67-B (C)-EC. IV/10 dated 18-3-1968.]

Recommendation (Serial No. 59), Para No. 92

The Committee feel that the extent of representation provided to the Passengers' Associations on the Railway 'Users' Consultative

Committee is not quite adequate. In view of the fact that the Passengers' Associations can play a very important role in educating the travelling public in regard to their rights and duties vis-a-vis the Railways, the Committee feel that the representation of these Associations on the Consultative Committees should be so arranged that each important Passengers' Association gets represented at least once in 3 or 4 years.

REPLY OF GOVERNMENT

The recommendation has been accepted.

[Ministry of Railways (Railway Board) O.M. No. 67-B (C)-EC. IV/10 dated 25-3-1968.)

Recommendation (Serial No. 60), Para No. 92

The Committee suggest that the Railways may explore the feasibility of giving greater representation to the elected representatives of Parliament and State Legislatures in the Zonal and Divisional Railway Users' Consultative Committees.

REPLY OF GOVERNMENT

The recommendation has been accepted.

[Ministry of Railways (Railway Board) O.M. No. 67-B (C)-EC. IV/10 dated 25-3-1958.]

Recommendation (Serial No. 62), Para No. 94

The Committee suggest that the Railways should make an energetic drive to obtain more advertisements for the Time Tables so that the revenue derived from this source is increased and the losses suffered by the Railways in the printing and sale of Time Tables are made up to an appreciable extent.

REPLY OF GOVERNMENT

The suggestion of the Estimates Committee has been noted.

[Ministry of Railways (Railway Board) O.M. No. 67-B (C)-EC. IV/10 dated 21-2-1968.)

Recommendation (Serial No. 63), Para No. 97

In view of the growing competition from road transport and consequent loss of revenue to the Railways, the Committee feel that

the Railways should take positive measures to set up a proper machinery to make continuous market studies, ascertain the nature and extent of transportation needs at different points, keep a keen eye on the competitors' techniques and take adequate steps to effectively combat such competition. They would, therefore, suggest that the adequacy of the facilities available to the Research and Development wings of the Railways for making such studies and investigations may be reviewed by the Efficiency Bureau of the Railway Board, so that the Railways are not caught mapping in the years to come when the road transport is bound to offer still heavier competition in the matter of carrying remunerative traffic.

REPLY OF GOVERNMENT

The study as suggested by the Committee will be included in the programme of work of the Efficiency Bureau and undertaken as early as possible.

[Ministry of Railways (Railway Board) O.M. No. 67-B(C)-EC/IV/10, dated 21st February, 1968].

Recommendation (Serial No. 64), Para No. 97

On the operating side, the Committee feel that there is scope for the Railways to improve their service by ensuring timely supply of right type of wagons including refrigerated vans for movement of perishables, if economical, by providing a much quicker transit than obtaining at present and by minimising the incidence of pilferage and damage.

REPLY OF GOVERNMENT

The observations of the Estimates Committee have been noted.

[Ministry of Railways (Railway Board) O.M. No. 67-B(C)-EC/IV/10, dated 30th March, 1968].

Recommendation (Serial No. 65), Para No. 97

The Committee suggest that the Railways may improve the working of the street delivery service and take steps to extend the service to as many places as possible.

REPLY OF GOVERNMENT

The observations of the Committee have been noted and appropriate action is being taken. But it may be pointed out that intro-

duction of a street delivery service would be commercially justified only where there is sufficient potential demand for it.

[Ministry of Railways (Railway Board) O.M. No. 67-B (C)-EC/IV/10, dated 18th March, 1968].

Recommendation (Serial No. 66), Para No. 98

The Committee hope that the recommendations of the Committee on Transport Policy and Co-Ordination regarding co-ordination of different modes of transport, that have been accepted by the Government, will be implemented by all concerned at a very early date.

REPLY OF GOVERNMENT

The observations of the Estimates Committee have been noted.

[Ministry of Railways (Railway Board) O.M. No. 67-B (C)-EC/IV/10, dated 18th March, 1968].

Recommendation (Serial No. 66), Para No. 111

While the Committee note the efforts made by the Railways to locate the shortcomings in Departmental Catering and to introduce necessary remedial measures for improving the quality of service, they are constrained to observe that Departmental catering has not been able to 'set a standard for quality of service and serve as a model for catering contractors, which was expected of it. The service was expected to run on a "no-loss no-profit basis", but the Committee regret to observe that it has continued to incur losses from year to year despite the experience of over a decade in this venture. The Committee cannot too strongly emphasise the need for eliminating wastages, reducing expenditure and stepping up sales. They feel that an upward revision of tariffs without a corresponding improvement in service is likely to make Departmental Catering thoroughly unacceptable to the travelling public.

REPLY OF GOVERNMENT

The observations made by the Estimates Committee have been noted, and also brought to the notice of the Railways.

[Ministry of Railways (Railway Board) O.M. No. 67-B (C)-EC/IV/10, dated 21st February, 1968].

Recommendation (Serial No. 69), Para No. 111

The Committee feel that there is need for tightening up the

arrangements for inspection of catering establishments run by contractors. Instructions should be issued to all Railways for enforcement of more effective supervision and more frequent surprise inspections by officers at all levels of the catering establishments and for awarding deterrent punishment in all cases of unsatisfactory service, and of non-observance of proper cleanliness and hygienic conditions by catering and vending contractors.

REPLY OF GOVERNMENT

The recommendation made by the Estimates Committee has been accepted. The importance of the recommendation has also been brought to the notice of the Railways for strict compliance.

[Ministry of Railways (Railway Board) O.M. No. 67-B (C)-EC/IV/10, dated 21st February, 1968].

Recommendation (Serial No. 71), Para No. 111

The Committee are glad to note that the Ministry of Railways have constituted a Committee of Members of Parliament, known as the Railway Catering and Passengers' Amenities Committee, 1967, to examine inter-alia the working of catering services, both contract and departmental and to make recommendations on the relative merits of contract and departmental catering and the area of operation which should be set apart for each, the deficiencies in the present services with measures to effect necessary improvements and the control of expenditure on departmental catering with a view to providing the best possible service without incurring any loss.

REPLY OF GOVERNMENT

The observations made by the Estimates Committee have been noted.

[Ministry of Railways (Railway Board) O.M. No. 67-B (C)-EC/IV/10, dated 21st February, 1968].

Recommendation (Serial No. 72), Para No. 112

The Committee suggest that the Railways may review the time tables of all important trains carrying dining cars and suitably increase their duration of halts at stations where the trains may reach at breakfast, Lunch, tea and dinner hours, so as to enable the passengers to go to and return from the dining cars and also the bearers to properly attend to the service in compartments.

REPLY OF GOVERNMENT

The recommendation is accepted and the Railway Administrations have been advised to keep this in mind while framing timetables of trains for the purpose of ensuring the adequacy of meal halts.

[Ministry of Railways (Railway Board) O.M. No. 67-B (C)-EC/IV/10, dated 21st February, 1968]

Recommendation (Serial No. 73), Para No. 113

While the Committee appreciate that the reservation difficulties would persist so long as the demand for accommodation exceeds availability thereof, they feel that the inconvenience to passengers can be minimised if the reservation quotas for all classes and for all trains are distributed by the Railways to different city booking offices in metropolitan towns on a more rational basis than at present. In the opinion of the Committee, such a dispersal of tickets can particularly be helpful at the time of festivals and other special occasions and would go a long way in reducing the rush and inconvenience to passengers and in preventing the anti-social elements to exploit the unwary passengers.

REPLY OF GOVERNMENT

The Committee's recommendation for distribution of reservation quotas to different city booking offices in metropolitan towns on a more rational basis than at present is accepted. The Committee has, however, suggested this to be applied to all classes and for all trains. As limited accommodation is available for reservation in certain classes like Air-conditioned and Second Class, and even in First Class Accommodation available on certain important trains for reservation for the general public is limited after allowing for quotas set apart for reservation for various purposes, such as for ladies, intermediate stations, Defence personnel, reservation for out-stations, H.O.R., etc., it will not be feasible to allot quotas to the city booking offices in the metropolitan towns on all trains and in all classes. The fact that there are a number of city booking offices in some of the metropolitan towns is another factor which makes the proposal impracticable.

2. The proposal is, therefore, being examined in greater detail and will be implemented in respect of those trains/classes in which it is found feasible.

[Ministry of Railways (Railway Board), O.M. No. 67-B (C)-EC/IV/10, dated 30-3-1968.]

Recommendation (Serial No. 74), Para No. 119

The Committee hope that a very early decision will be taken regarding extension of reservation period on all Railways so as to ensure uniformity and to avoid inconvenience to passengers originating from one Railway and requiring reservation over another Railway having a different time limit for making advance reservations.

REPLY OF GOVERNMENT

During the last summer rush the time limit for advance reservation was extended experimentally to 30 days uniformly on all Railways for all classes. The question whether the extended time limit should be followed normally throughout the year was put up for consideration at the National Railway Users' Consultative Council. At its meeting held on 5-8-67, the Council considered that the experimental time limit of 30 days for advance reservation for all classes of accommodation has not been found useful and that the normal time limits may be restored and may be followed throughout the year including the rush periods like summer rush, Punja rush etc. This suggestion has been accepted and Railways have accordingly been instructed on 17-8-67 to fix the time limit for advance reservation of seats/berths in different classes uniformly as follows:—

- (a) *Airconditioned class.—(i) 20 days in advance for journeys of 640 Kms. and less;*
- (ii) *30 days in advance for journeys over 640 Kms.*
- (b) *First Class.—20 days in advance.*
- (c) *Second and Third class seats/berths and airconditioned chair cars seats.—10 days in advance.*

[Ministry of Railways (Railway Board), O.M. No. 67-B(C)-EC/IV/10 dated 21-2-1968.]

Recommendation (Serial No. 75), Para No. 120

In view of the fact that there is a growing feeling in the minds of the public that the railway staff connive at malpractices in reservation of berths/seats, the Committee feel that to allay such apprehensions, it is necessary to have a thorough probe into the working of the reservations/booking offices at important stations periodically. The Committee would urge that there should be more frequent visits by senior officers to railway booking offices so as to ensure that no unfair practices are resorted to by the railway staff. Care

should also be taken to ensure that all complaints relating to mal-practices at booking/reservation offices are promptly attended to and deterrent punishment is awarded to the erring staff.

REPLY OF GOVERNMENT

The recommendation is accepted and instructions have been issued to the Railways for implementation.

[Ministry of Railways (Railway Board), O.M. No. 67-B (C)-EC/IV/10 dated 21-2-1968.]

Recommendation (Serial No. 76), Para No. 121

Since the Second class sleeper coaches are bound to meet at least a part of the demand for sleeping accommodation in the First and Third classes, which the Railways are not able to meet in full at present, the Committee hope that the Railways would draw a phased programme for manufacture and introduction of Second class sleeper coaches on more and more trains in the next few years.

REPLY OF GOVERNMENT

The recommendation of the Estimates Committee has been accepted. There is already a phased programme for introduction of second class sleeper coaches on the trains.

[Ministry of Railways (Railway Board), O.M. No. 67-B (C)-EC/IV/10, dated 21-2-1968.]

CHAPTER III

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

Recommendation (Serial No. 19), Para No. 32

The Committee feel that there is some lacuna regarding the date from which the Railway Rates Tribunal could give declaratory relief and it would be helpful if the position is made clear by making a suitable provision in the Indian Railway Act.

REPLY OF GOVERNMENT

The Ministry of Railways may be permitted to explain that the question from what date the Tribunal may grant declaratory relief, is now well settled. In their judgement in Civil Appeal No. 9 of 1962, the Supreme Court held that acting under sub-section (3) of Section 41, the Tribunal could fix a reasonable rate only prospectively. (That would mean from the date of the order or such later date as may be specified therein.) For the rest, it could only grant declaratory relief.

2. The Supreme Court also confirmed the ruling of the Railway Rates Tribunal that it had no jurisdiction to entertain or try the complaints as regards the reasonableness or otherwise of rates and charges made prior to the institution of the complaint. (An extract of the relevant portion of the judgement is attached—Appendix V).

3. The position as it emerges is that the Tribunal cannot grant even declaratory relief in respect of charges made prior to the institution of the complaint, that it can grant such relief from the date of the complaint and that it can fix a reasonable rate from the date of the order.

4. The correct legal position is no longer in doubt. Besides, the Ministry of Railways feel that such general principles of law need not be incorporated in the Indian Railways Act.

[Ministry of Railways (Railway Board), O.M. No. 67-B(C)-EC/IV/10 dated 30-3-1968.]

Recommendation (Serial No. 24), Para No. 44

The Committee suggest that the Railways may review the position regarding free time allowed for loading and unloading of wagons from time to time in the light of their wagon position, and allow suitable relaxations in the free time in deserving cases.

REPLY OF GOVERNMENT

Taking into account the present state of our economy it has been found necessary to allow the minimum practicable free time for loading and unloading of goods and a general periodic review as suggested by the Committee is difficult to contemplate till our economic base gets stabilised. Relaxations in individual cases have been allowed taking special circumstances into account. In particular cases where real hardship is involved remission of demurrage to the extent justified is also allowed.

[Ministry of Railways (Railway Board), O.M. No. 67-B (C)-EC/IV/10 dated 25-3-1968.]

Recommendation (Serial No. 25), Para No. 45

While there may be justification for charging different rates of wharfage at different stations of the same zone, the Committee feel that there is imperative need to remove the anomaly of different wharfage rates being charged at the same Station by two different Railways meeting at that Station wherever such different rates prevail.

REPLY OF GOVERNMENT

It has been decided that so far as demurrage is concerned, there should be no disparity in the matter of free time and the rate of demurrage in force at junction stations as between the different Railways meeting there. Instructions to that effect have been issued to the Railways.

2. So far as wharfage is concerned, it may be explained that the free time and the rate of wharfage are fixed in the light of a number of factors, which include the accommodation available in the goods shed and the nature and volume of traffic it has to deal with. If at a junction station, the Railways meeting there have different goods sheds, the conditions affecting them may be materially different. It would not, therefore, be practicable to enforce at the goods sheds of the different Railways meeting at a junction station uniform free time and rate of wharfage. Where however at a junction station

the traffic of the different railways is dealt with at a common Goods Shed, it is accepted that the free time for wharfage and the rate of wharfage should be uniformly applicable to the traffic of all these railways. Instructions to this effect have been issued.

[Ministry of Railways (Railway Board), O.M. No. 67-B(C)-EC/IV/10 dated 30-3-1968.]

Recommendation (Serial No. 27), Para No. 47

The Committee feel that some drastic measures are called for to curb the tendency on the part of some traders to delay the clearance of goods from goods sheds with a motive of raising their prices in the market. They would suggest that the Railways may, in consultation with the State Governments, draw up a list of places where, and the particular periods of the year during which, such anti-social practices generally come to notice. Thereafter, the Railways, on their part, should reduce the free time at appropriate occasions, suitably increase the wharfage charges, and resort to auction of goods not cleared within a specified period and thus help in the eradication of this social evil.

REPLY OF GOVERNMENT

Since action has to be taken when the occasion arises, it does not appear necessary that the Railways should list up, in consultation with the State Governments, the places where such anti-social practices generally come to notice and mark out the periods of the year during which they come to notice. As stated by this Ministry earlier, the orders at present in force empower railway administrations to put up the rates of demurrage and wharfage and also curtail the free time during an emergency or if the state of traffic otherwise warrants it. They may even treat Sundays, the Republic Day and the Independence Day as working days for the purpose of levy of wharfage. The Railways are being sold to exercise these powers whenever the situation warrants it.

2. As for the Railways resorting to auction of goods not cleared within a specified period, the Railways are bound by the provisions of the Indian Railways Act. Any significant curtailment of the time interval after which they may dispose of such goods by public auction would require an amendment of the Act. This was examined in consultation with the Ministry of Law. They are of the view that if traders delay removal of goods from railway premises with the object of creating artificial scarcity and thus pushing up prices, the

matter would best be dealt with under the Essential Commodities Act.

[Ministry of Railways (Railway Board), O.M. No. 67-B (C)-EC/IV/10 dated 5-4-1968.]

COMMENTS OF THE COMMITTEE

The Committee feel that preparation of lists of places where, and the particular periods of the year during which, such anti-social practices generally come to notice could help the Railway administrations to keep a watch in advance and move quickly to action wherever necessary in consultation with the State Governments.

Recommendation (Serial No. 32), Para No. 50

The Committee appreciate that with the constant pressure of traffic and the need to avoid delays to wagons, it is not feasible to enforce any periodical check-up of tareweights of all wagons in service as a regular measure. The Committee would, however, suggest that to remove the complaints of the Trade, Railways should, on specific requests being made, agree to joint examination of tare weighing of wagons before loading and accept such weights for purposes of bookings till such time that the marked tare-weights are corrected.

REPLY OF GOVERNMENT

The Ministry of Railways may be permitted to explain that to check the tareweight of a wagon before loading would necessitate its being removed from the loading line and drawn out to the weighbridge line, which is located in a different part of the yard. This would not only entail additional operation but also interfere with the loading of the wagons placed on either side of it. Besides, most railway stations are not provided with a weighbridge, and if the wagon has to be hauled to the nearest weighbridge station for the purpose of this check, it would mean considerable additional haulage of empty wagons and loss of wagon days. Therefore, if the Railways were to undertake to check the tare weight of a wagon any time the consignor asks for it, it is likely to result in very serious operating difficulties and cause considerable loss of transport capacity. That would not be in the interest of the trade in general.

2. As explained earlier to the Committee, certain measures have already been taken to ensure that the tare weight marked on the wagon is correct. Tareweight is required to be carefully ascertained before the wagon is turned out by the manufacturer. It is required to be tested every time the wagon is given P.O.H. Specific instances:

of discrepancies between the marked tare weight and the actual tare weight, when they are reported by consignors/consignees, are taken notice of and corrective action taken. Instructions have now been issued that even when repairs other than P.O.H. affecting tare weights are carried out in a workshop, the tare weight should be tested, and that this should also be done to the extent possible when major components, like wheels, are changed on the sickline wherever a weighbridge is provided. The Railways have also been instructed to introduce a system of test checks. Action is being taken to ensure that these various measures are enforced and it is hoped that the discrepancies, where they exist, between the marked tare weight and the actual tare weight will be removed.

[Ministry of Railways (Railway Board), O.M. No. 67-B(C)-EC/IV/10 dated 15-4-1968.]

Recommendation (Serial No. 52), Para No. 74

The Committee feel that mere disciplinary action against the Railway employees found guilty of abetting passengers travelling without tickets is not sufficient to meet the situation. They, therefore, suggest that the Railways may consider the desirability of making the offence of abetting passengers travelling without tickets a cognizable offence and of conferring necessary powers on Railway Magistrates to summarily try such railway employees.

REPLY OF GOVERNMENT

The suggestion made by the Estimates Committee has been examined in consultation with the Ministry of Law. In accordance with Section 197 of the Criminal Procedure Code, when any public servant who is not removable from his office save by or with the sanction of the Central Government, is accused of any offence alleged to have been committed by him while acting or purporting to act in the discharge of his official duty, no court shall take cognizance of such offence except with the previous sanction of the Central Government. In view of this section, which applies to all public servants under the Central Government, a railway employee guilty of any offence including cognizable offences cannot be tried summarily by any Court including Railway Magistrates even if they are vested with powers of summary trials. The offences of ticketless travel covered by Section 112 of the Indian Railways Act are cognizable offences and abetment of such an offence by a railway employee is also a cognizable offence. Railway Magistrates are already vested with powers of summary trials generally and although railway employees accused of the offence of abetting ticketless

travel under Section 112 can be prosecuted by the Railway Magistrates after necessary sanction for such prosecution has been accorded by the competent authority, summary trial of such employees is not permissible in view of Section 197 of the Criminal Procedure Code.

Although summary trial of railway employee accused of abetting ticketless travel is, therefore, not feasible, necessary instructions are being issued that expeditious action should be taken to accord necessary sanction for prosecution of such employees under the appropriate provisions of the law.

[Ministry of Railways (Railway Board), O.M. No. 67-B(C)-EC/IV/10 dated 30-3-1968.]

Recommendation (Serial No. 56), Para No. 83

The Committee note the functions of the Public Relations Organisation of the Railways and the efforts being made by them to bring about proper understanding between the Railways and the general public. The Committee would, however, stress that the efforts of the Organisation should be reflected in better understanding between the Railways and the general public and in the removal of difficulties of rail users that may be brought to the notice of the Public Relations Organisation. The Public Relations Organisation should, therefore, be responsible for effecting better coordination between the Railway Administration on the one hand and the general public on the other, as also for educating the travelling public as well as the Railway staff about the imperative need for eradication of corrupt practices like ticketless travelling, indulgence in malpractices by the Railway staff, etc. so that the efficiency of the Railways may be improved.

The Committee suggest that the Efficiency Bureau of the Railways may conduct an impact measurement survey so as to see to what extent the functioning of the Public Relations Organisation of the Railways has led to better results in these directions. The Efficiency Bureau may also see if economies can be effected in the printing and publication of various journals, news-letters, brochures, etc. brought out by the Zonal Railways and also suggest the media of publicity with minimum cost. The Committee would like to be informed about the results of this survey in due course.

REPLY OF GOVERNMENT

A number of steps have been recently initiated for streamlining the Public Relations activity on Railways. There has been a discussion at the level of the Railway Board and the Ministers. Aris-

ing out of these discussions directives have been issued to the PR organisation in the Board's Office as well as the zonal administrations.

A detailed examination of the strength of the public relations organisation on the railways has been undertaken by the Efficiency Bureau of the Railway Board. The system of releasing advertisements to newspapers and other publications and publication of printed material has also been rationalised. Similarly, to ensure the optimum use of the available resources, the Railway Board is coordinating the utilisation of other expensive publicity media like films, slides, exhibitions, etc., the projection of the image of the railways as a whole, to bring about an understanding of their policies and activities, and to solicit public cooperation in their smooth working, to communicate their achievements as well as problems to rail users and for effective communication between railway management and staff.

So far as a survey to measure the impact of the functioning of the PR organisation on the railways is concerned, it is felt that it is extremely difficult, if not impossible, to conduct such an impact measurement survey to gauge the effectiveness of the PR organisation of the railways and also to evaluate the use of different media of communication for railway public relations.

Public relations activity for railways as for any other organisation of their size and complexity has to be adjusted from time to time to meet the requirements of the prevailing situation. For instance, recently considerable emphasis has had to be given to projecting the important role of the railways in the economy and security of the nation in order to curb with the aid of publicity, to the extent this may be possible, the increasing tendency amongst our youth to attack railway property whatever the provocation. An attempt has been made to bring home to the people that the Railways are the greatest national asset, belonging to each one of our people and not merely property belonging to the Central Government. For this campaign an effort is being made to utilise all available media including radio, press, exhibition of photographs etc. It has also been proposed to State Governments that they might incorporate suitable lessons on the working of the railways and their important role in the life of the nation in primary and secondary school text books for social studies. Arrangements have also been made for spreading this message by arranging lectures by retired railwaymen and other eminent public men in schools and colleges. The effect of publicity and public relations is, however, intangible and it will be almost impossible to measure the effectiveness or other-

wise of these measures and the comparative effectiveness or otherwise of different media utilised in the campaign.

Each media of communication has its uses depending on the target of publicity in a particular situation. Radio and television, for instance, are no doubt the most effective means of mass communication, but economic conditions in our country limit the utility of these media somewhat. Similarly, though the level of literacy in our country makes even the printed word of limited utility for reaching the masses of people, the fact remains that the educated among our people are by and large the opinion makers and leaders of the community in our towns and villages and, therefore, the printed word is of great importance.

While action has already been initiated for ensuring the most effective use of the available resources through the appropriate media of publicity depending on the requirements of each situation or campaign, it will not be appropriate or even perhaps possible to lay down any rigid formulae, on the basis of a pre-conceived evaluation of the utility of each media, for use of different media for Railway publicity. However, for the sake of a coordinated approach it has been decided to use films, slides and exhibitions only for all-India campaigns under central direction from the Railway Board. Similarly, printing of brochures and posters for all India use as well as for advertising campaigns for common all India problems are being coordinated by the PR Directorate in the Board.

[Ministry of Railways (Railway Board), O.M. No. 67-B (C)-EC/IV/10 dated 18-3-1968.]

Recommendation (Serial No. 58), Para No. 90

The Committee suggest that the Zonal Railways should inform the Railway Board about the numbers of suggestions of the Consultative Committees accepted or rejected together with the reasons for rejection, if any.

REPLY OF GOVERNMENT

According to the extent practice, when a suggestion made by a member of a Consultative Committee is not accepted, detailed reasons explaining the position are given by the Railway Administration at the meeting, and these are also incorporated in the minutes which are circulated to the members.

This being so, and the proposer of a suggestion having been already apprised of the reasons for its non-acceptance, no material purpose is likely to be served by the Zonal Railway repeating to the Railway Board the same reasons. The recommendation made in this

case will only engender additional paper work and additional expenditure without commensurate benefit. In view of this the recommendation under consideration has not been found to be feasible for adoption.

[Ministry of Railways, (Railway Board) O.M. No. 67-B (C)-EC/IV/10, dated 18-3-1968.]

COMMENTS OF THE COMMITTEE

The Zonal Railways should forward copies of the minutes of meetings of the Consultative Committees to the Railway Board if not being already done.

Recommendation (Serial No. 61), Para No. 93

The Committee note that there has been a steadily increase in commercial Advertising earnings during the period 1961-62 to 1964-65. They hope that the shortfall during 1965-66 will be wiped off by earnings in later years.

The Committee would stress that the Railways should continue their efforts to step up their earnings from commercial advertisements. In this connection, the committee would suggest that the Railways may explore the possibility of displaying advertisements outside the bogies in strips of suitable size, like advertisements displayed on buses and on tram cars.

REPLY OF GOVERNMENT

Necessary steps have been taken and are continuing to be taken to augment revenue from Commercial advertising. The revenue during 1966-67 increased by 22.5% to Rs. 54,71,084.

The recommendation of the Estimates Committee pertaining to the display of advertisements outside bogies in strips of suitable size like advertisements displayed on buses and on tram cars has been carefully considered by the Ministry of Railways (Railway Board) but it has not been found feasible to accept it as the advertisement materials displayed outside the coaches are likely to be disfigured and it would not be practicable to maintain such advertisements in a reasonably good condition.

[Ministry of Railways, (Railway Board) O.M. No. 67-B (C)-EC/IV/10, dated 21-2-1968.]

Recommendation (Serial No. 70), Para No. 111

Alongside the enforcement of quality and a high standard of performance, the Railways should consider the re-introduction/extension and popularisation of Janata Meal, which should be cheap and nutritious, on the Indian Railways.

REPLY OF GOVERNMENT

Janata meals were introduced on the Indian Railways in the year 1959 when each Railway was asked to select 2 or 3 Refreshment Rooms where these 'Janata' (austerity) meals should be provided. In the 'Janata' meals the same quantity of rice or chapatties was provided as in the then standard meal, i.e. 16 oz. of cooked rice or 8 oz. of chapatties, or 8 oz. of cooked rice and 4 oz. of chapatties, together with one plate Dal and one Vegetable. The charges were 62 nP per meal. Later, it was decided to reduce the quantity of rice from 16 to 12 oz. and the number of chappaties from 8 to 6.

2. The facility of Janata meals was introduced during 1959 at 31 stations and in 4 dining cars on the different Railways. Their sale was extended to 4 more stations during 1960 and to further 5 stations during 1961. But these meals were not adequately patronised despite publicity in the Press, in the Time Tables, and by announcements over the public address system. The poor response did not justify their further extension to other stations or trains. The continuance of the Janata meals service and fixation of price, therefore, was also left to the individual Railway Administrations. The position at stations where the facility was being continued, however, did not improve.

3. When the prices/menus of Indian Style meals were revised in May, 1967, it was considered that there need be only one type of standard meal so that the units could concentrate on supply of one type of good and wholesome meal. The Railways were, therefore, advised in July, 1967, that the service of different types of meals viz. special meals, Janata meals should be discontinued. The Railways are now popularising sale of cheap food packets and these can conveniently be made available at stations as well as in trains.

4. The Government are, therefore, of the view that the re-introduction of Janata meals is not necessary since for people who require a lighter meal instead of a standard meal, various types of cheap food packets containing Sambhar Bhat, Dahi Bhat, Tamarind Bhat, Puri and Bhaji, Mutton Biryani, etc. are available to the passengers.

Also, if a passenger is interested in taking only certain items of a standard meal, he can get them on ordering *a-la-carte* items only. The Janata meals were tried for about eight years and did not prove popular with the travelling public.

[Ministry of Railways (Railway Board), O.M. No. 67-B(C)-EC/IV/10 dated 21-2-1968.]

Recommendations (Serial Nos. 77 and 78), Para No. 124

77. The Committee note the powers of investigation and prosecution that have now been given to the Railway Protection Force and hope that the same will prove more effective not only in the matter of protection and prevention but also in investigation and prosecution of offences falling under the Railway Property (Unlawful Possession) Act, 1966.

78. The Committee suggest that in view of the fact that the investigation and prosecution of offences relating to railway property will now be the responsibility of the Railway Protection Force, the desirability of reducing the Railways' share in the cost of the supervisory staff of the Government Railway Police that is being borne by the Railways may be examined.

REPLY OF GOVERNMENT

S. No. 77

The Estimates Committee's recommendation perhaps visualises the taking over of investigation and prosecution of offences relating to railway property, which, according to them, will now be the responsibility of the R.P.F. when the Railway Property (Unlawful Possession) Act, 1966 is enforced. The legal position is that under the said Act, the R.P.F. will not be taking over investigation and prosecution of offences relating to *Railway Property*. The property offences are given in Schedule II of the Cr.P.C. which include theft, robbery, burglary, dacoity, mis-appropriation, cheating, etc. These offences as also all other offences under the I.P.C. and cognizable offences under the Indian Railways Act, will continue to be investigated and prosecuted by the G.R.P. Under the RP (UP) Act, 1966 the R.P.F. will enquire and prosecute only cases where Railway property stolen or unlawfully obtained is found or is proved to have been in possession of a person.

S. No. 78

It would, therefore, be seen that with the enforcement of the R.P. (UP) Act, 1966, and the investigation of offences thereunder being taken over by the R.P.F., the workload of the G.R.P. may not be reduced to such an extent as to call for any reduction in the supervisory staff, the cost of which the Railways have to share to the extent of one-fourth. However, the position will be reviewed after gaining experience of the functioning of the New Act which is proposed to be enforced from 1-4-1968.

[Ministry of Railways (Railway Board), O.M. No. 67-B (C)-EC/IV/10, dated 21-2-1968.]

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Recommendation (Serial No. 79), Para No. 125

The Committee feel that the present arrangement where under the maintenance of 'Law' and 'Order' in railway premises is exclusively a responsibility of the Government Railway Police and the State Police, over which the Central Government has no control, is not very satisfactory. They are, however, glad to note that a high powered committee with comprehensive terms of reference has been set up to go into the question of security and policing on Railways. The Estimates Committee hope that this Committee would make a detailed examination and evolve a more satisfactory arrangement for the maintenance of 'Law' and 'Order' in railway premises and for affording necessary protection to the passengers and to railway property.

REPLY OF GOVERNMENT

The High Powered Committee set up by the Government of India is examining the various aspects of security and policing on Railways in detail in consultation with the State Governments, Railway Administrations and Public bodies—such as Chambers of Commerce, Passenger Associations and other organised Unions.

While arriving at conclusions the High Powered Committee will, no doubt, give due weight to the views expressed by the Estimates

Committee. The report of the Committee is expected to be out by the middle of 1968.

[Ministry of Railways (Railway Board), O.M. No. 67-B (C)-EC/IV/10, dated 21-2-1968.]

COMMENTS OF THE COMMITTEE

The recommendations of the High Powered Committee in the matter and the action taken by Government thereon may be intimated for the information of the Estimates Committee.

CHAPTER IV

RECOMMENDATION IN RESPECT OF WHICH REPLY OF GOVERNMENT HAS NOT BEEN ACCEPTED BY THE COMMITTEE

Recommendation (Serial No. 1), Para No. 5

While appreciating the scheme of training provided by the Railways for Probationers of the Commercial Department, the Committee feel that there is need for a review of the contents and programme of training in the light of the experience gained during the three Plan periods, in order to ensure that it inculcates in the trainees a customer oriented approach, a sense of dedications to duty and a fuller realisation of the fact that the performance of the Railways would be judged according to the standards of regularity and dependability acceptable to the public..

With his object in view, the training programme should be made more broad-based and also include visits to, and placement with factories steel plants etc. so that the trainees could appreciate from the very beginning the difficulties of their customers and develop a cooperative attitude towards their solution.

The Committee feel that although such changes might seem expensive at the initial stages, they are bound to repay rich dividends in the long run.

REPLY OF GOVERNMENT

The contents and programme of training prescribed for probationers of the Transportation (Traffic) and Commercial Department are constantly kept under review so that the training as imparted is suitably geared to the advancements taking place in the field and to the changing requirements brought about by the growing industrialisation of the country. It is felt that during the training period the probationers should be well grounded in the principles and details of railway working and only after some experience of actual working has been gained by them would they be sufficiently receptive to the moulding of a customer-oriented approach.

Accordingly after certain years of service, Officers are being sent for Refresher and Specialised training in the Staff College, Baroda,

which includes Courses on Management and Marketing and Sales Promotion. Apart from this, certain selected officers are also being sent for similar courses arranged by Universities and reputable private institutions.

It is felt that the measures aforesaid are adequately serving the purpose of an appreciation among our officers of the importance of knowing, understanding and resolving the difficulties of the customers. Any programme of visits by probationers to factories and Steel Plants, etc. and their placement with factories and Steel Plants, etc. is not likely to result in much benefit, considering that probationers without any actual working experience on the Railways would not have the necessary background for appreciating the customer problems *vis-a-vis* Railway Transportation.

[Ministry of Railways (Railway Board) O.M. No. 67-B (C)-EC/IV/10 dated 21-2-1968].

COMMENTS OF THE COMMITTEE

While the Committee appreciate that a Railway probationer can become receptive to the moulding of a customer oriented approach only after he is well grounded in the principles and details of Railway working and has gained some experience of actual working of the Railways, they feel that the Probationer's placement with factories/steel plants etc. towards the end of his training period would be very helpful in broadening his outlook and enabling him to study the actual working of Railways with a background of the difficulties of his customers.

The Committee would, therefore, suggest that the Ministry of Railways may reconsider the question of including the visits to, and placements with, factories/steel plants etc. in the training programmes of the probations of their Transportation (Traffic) and Commercial Departments.

CHAPTER V

RECOMMENDATIONS IN RESPECT OF WHICH FINAL REPLIES OF GOVERNMENT ARE STILL AWAITED

Recommendation (Serial No. 22), Para No. 35

The Committee would suggest that the Railway Board may examine the desirability of making a provision in the Indian Railways Act or the Rules framed thereunder to the effect that in the event of the Chairman's office falling vacant, some other member of the Railway Rates Tribunal should automatically be considered to be the Chairman of the Tribunal, so that the functioning of the Tribunal is not hampered in any way.

REPLY OF GOVERNMENT

The suggestion made by the Committee is under the active consideration of the Government.

[Ministry of Railways (Railway Board) O.M. No. 67-B (C)-EC/IV/10 dated 30-3-1968].

COMMENTS OF THE COMMITTEE

The final decision of Government in the matter may be intimated for the information of the Estimates Committee.

Recommendation (Serial No. 67), Para No. 101

The Committee cannot but endorse the suggestion of the Committee on Transport Policy and Coordination that the regulation of inter-State Transport should be a responsibility of the Central Government and are rather surprised to see that the Inter-State Transport Commission set up under Section 63 A of the Motor Vehicles Act, 1939, has not yet been vested with the power "to grant, revoke or suspend any permit or countersign any permit for the operation of any transport vehicle in respect of such route or area common to two or more States as may be specified in this behalf by the Central Government" which is perhaps the only real power stipulated in sub-section (2) of the said section.

In this connection, the Committee understand that the Road Transport Taxation Enquiry Committee has also expressed the view that

the present system of issue of permits by the States is inhibiting the growth of inter-State road transport and that inter-State road transport should be taken over by the Centre. The Committee would therefore, suggest that steps should be taken at an early date to suitably strengthen the Inter-State Transport Commission and arm them with all the requisite powers required to exercise a real and effective control on inter-State road transport. While appreciating the need for development of rail and road transport in a manner supplementary to each other, the committee feel that it is not the Railways alone who should be called upon to discharge all the public service obligations but the road transport should also be willing to take at least a minimum share of such social and economic obligations.

At the State level, the Committee would suggest the formation of Rail-Road Coordination Advisory Committees, not only with the representatives of Railways and State Governments but also with representatives of leading Passenger Associations and Chambers of Commerce, who could help in evolving a coordinated policy of rail-cum-road transport keeping in view the overall interests of economy and the impact of transport charges on the prices of various commodities that the consumer is called upon to pay.

REPLY OF GOVERNMENT

The matter is being pursued with the Transport Ministry.

[Ministry of Railways (Railway Board) O.M. No. 67-B (C)-EC/IV/10 dated 25-3-1968].

COMMENTS OF THE COMMITTEE

The final decision taken in the matter may be intimated.

NEW DELHI:
March 15, 1969.

Phalguna 24, 1890 (Saka).

P. VENKATASUBBAIAH,
Chairman,
Estimates Committee.

APPENDIX I

(Vide reply to recommendation Serial No. 23 in Chapter II)

GOVERNMENT OF INDIA

MINISTRY OF RAILWAYS

(Railway Board)

No. TCI/1391/66.

New Delhi, dated the 21-2-1968.

To

The General Managers,
All Indian Railways.

SUBJECT:—*Expeditious submission of documents and pleadings to the Railway Rates Tribunal.*

An extract of Recommendation No. 23 contained in Appendix X to the Tenth Report (Fourth Lok Sabha) of the Estimates Committee (1967-68) on Ministry of Railways—Commercial and cognate matters relating to Indian Railways, is reproduced below:—

“The Committee do not feel happy about the delays on the part of Railway Administrations in submitting documents and pleadings before the Railway Rates Tribunal, which in some cases extended upto about six months. They would suggest that the desirability of submission of documents and pleadings to the Tribunal within the time limits prescribed for the purpose should be stressed on all Railway Administrations and a constant watch should be kept at a high level in this regard.”

The Board desire that all possible efforts should be made to adhere to the time limits prescribed for the purpose of submitting documents and pleadings before the Railway Rates Tribunal.

The receipt of this letter may please be acknowledged.

Sd/-

(P. N. KALRA),
Deputy Director, Traffic (Rates),
Railway Board.

APPENDIX II

(*Vide* reply to recommendation Serial No. 36 in Chapter II).

GOVERNMENT OF INDIA

MINISTRY OF RAILWAYS

(Railway Board)

No. TCI/1089/68/EC/36.

New Delhi, 11th March, 1968.

To

The General Managers,

All Indian Railways.

SUBJECT:—Issue of receipts for siding charges.

In their Tenth Report (Fourth Lok Sabha), the Estimates Committee (1967-68) have recommended that in cases in which the siding charges are levied on the basis of shunts, the Railways may issue, on demand, separate receipts for the siding charges as may be allocated by the consigners to cover the consignments despatched to different destinations.

2. The Board have accepted the recommendation and desire that where siding charges are levied at a rate per shunt, a receipt for the siding charges may be issued on demand. The receipt may show the total amount charged and the number of wagons hauled in the shunt in question.

3. Receipt of this letter should be acknowledged and early action taken to give effect to this decision.

Sd/-

(P. N. KALRA),

Deputy Director, Traffic (Rates),
Railway Board.

APPENDIX III

(*Vide* reply to recommendation Serial No. 39 in Chapter II).

GOVERNMENT OF INDIA

MINISTRY OF RAILWAYS

(Railway Board)

No. TCIII|3132|67|Estimates Committee|39.

New Delhi, dt. 16-1-1968.

To

The General Managers,
All Indian Railways.

SUBJECT:—*Claims prevention.*

An extract of Recommendation No. 39 and paragraphs 56 and 57 of the Tenth Report (Fourth Lok Sabha) of the Estimates Committee (1967-68) on Ministry of Railways—Commercial and other cognate matters relating to Indian Railways, is enclosed.

2. The Board desire that as suggested by the Committee, steps be taken to intensify the efforts of the Claims Prevention Organisation.

Receipt of this letter may be acknowledged.

Sd/-
(S. V. RAMASUBBAN),
Assistant Director, Traffic (C),
Railway Board.

APPENDIX IV

(Vide reply to recommendation Serial No. 48 in Chapter II)

GOVERNMENT OF INDIA

MINISTRY OF RAILWAYS

(Railway Board)

No. TCIII/3132/67/Estimates Committee/48.

New Delhi, dt. 30-1-1966.

To

The General Managers,

All Indian Railways.

SUBJECT:—Scrutiny of judgment in respect of claims for compensation taken to court by the claimants.

An extract of Recommendation No. 48 and paras 66—69 of the Tenth Report (Fourth Lok Sabha) of the Estimates Committee (1967-68) on Ministry of Railways is enclosed.

2. Attention in this connection is invited to the orders contained in Board's letter No. TCIII/3132/66/Estimates Committees/SER/65 dated 5th July, 1966 (copy enclosed for ready reference). It should be confirmed that these instructions are being complied with.

3. On the basis of the examination thus made, it should be possible for the Railways to keep a watch at an appropriate level on the effectiveness of the measures taken to defend court cases and also to take remedial measures to remove any shortcomings in this regard.

4. The Board further desire that the selection of legal officers for defending court cases should be very carefully done.

5. Receipt of this letter may be acknowledged.

Sd/-

(P. N. KALRA),

Deputy Director, Traffic (Rates),
Railway Board.

ENCLOSURE TO APPENDIX IV

GOVERNMENT OF INDIA

MINISTRY OF RAILWAYS

(Railway Board)

No. TCIII/3132/67/Estimates Committee/48

New Delhi, dt. 5-2-68.

To

The General Managers,
All Indian Railways.

SUBJECT:—Scrutiny of judgments in respect of claims for compensation taken to court by the claimants.

REF:—Board's letter No. TCIII/3132/67/Estimates Committee/48 dated 30-1-1968.

A copy of Board's letter No. TCIII/3132/66/Estimates Committee/SER/65 dated 5th July, 1966 referred to in para 2 of Board's letter referred to above, which was left behind, is enclosed.

Sd/-

(P. N. KALRA),
Deputy Director, Traffic (Rates),
Railway Board.

DA/As reproduced below:

Copy of Railway Board's letter No. TCIII/3132/66/Estimates Committee/SER/65 dated 5th July, 1966 addressed to the General Managers, All Indian Railways.

SUBJECT:—Scrutiny of judgments in respect of claims for compensation taken to court by the claimants.

REF:—Board's letter No. TCIII/3132/66/Estimates Committee/SER/65 dated 6th May, 1966.

The Board desire that whenever suits are decreed against the railway the judgment should be scrutinised not only from the point of

view of filing an appeal and securing a reversal of the decision but also examined to see the contributory factors which led to the decree so that adequate corrective action, wherever possible, can be taken.

2. The Board further desire that the decrees whether in favour of or against the railways should be classified under the following heads for the purpose of checking the soundness of the railway's decision; and proper statistics thereof maintained:—

- (a) Number of cases taken to the court;
 - (i) against repudiation;
 - (ii) inadequate compensation;
 - (iii) delay in taking a decision;
- (b) Number of cases decreed against the railway in respect of a (i) to (iii) above.
- (c) Number of cases settled out of court in respect of a (i) to (iii) above.
- (d) Number of cases decreed in favour of the railway purely on technical grounds, say, for want of valid or timely notice, want of jurisdiction, limitation etc. in respect of a (i) to (iii) above.
- (e) Number of other cases dismissed in respect of a (i) to (iii) above.

Receipt of this letter may please be acknowledged.

APPENDIX V

(Vide reply to recommendation Serial No. 19 in Chapter III)

Extract from the Supreme Court judgment in Civil Appeal No. 9 of 1962.

Our first task is now to construe the words of clauses (b) and (c) of the first sub-section of S. 41. The question is what did the legislature mean by the words 'is charging' in clause (b) and 'is levying' in clause (c)? The use of the present progressive tense is to denote something which is taking place at present. What has already taken place cannot be described by saying that 'it is taking place'

... It appears to be clear that if the intention of the legislature was to give the Tribunal jurisdiction over complaints in connection with charges already made, the legislature would have used the words 'has charged and is charging' and would not merely say, 'is charging'. Special jurisdiction of such a nature would be given clearly and the very fact that the words 'has charged' have not been used is sufficient ground for thinking that it was not the legislature's intention to give the Tribunal jurisdiction over complaints in connection with charges made in the past. In our opinion, the words 'is charging' in clause (b) and 'is levying' in clause (c) must be construed to mean 'is demanding a price at the present time for services to be rendered'. The conclusion of the Railway Rates Tribunal that it had no jurisdiction to entertain or try the complaints as regards the reasonableness or otherwise of rates and charges made prior to the institution of the complaint, is, therefore, correct.

APPENDIX VI

Analysis of the action taken by Government on the recommendations contained in the Tenth Report of the Estimates Committee (Fourth Lok Sabha)

| | |
|---|-------|
| 1. Total number of recommendations | 79 |
| 2. Recommendations that have been accepted by Government (<i>vide</i> recommendations at Sl. Nos. 2 to 18, 20, 21, 23, 26, 28 to 31, 33 to 51, 53 to 55, 57, 59, 60, 62 to 66, 68, 69, 71 to 76, referred to in Chapter II)— | |
| Number | 63 |
| Percentage to total | 79.7% |
| 3. Recommendations which the Committee do not desire to pursue in view of Government's reply (<i>vide</i> recommendations at Sl. Nos. 19, 24, 25, 27, 32, 52, 56, 58, 61, 7, 77 to 79, referred to in Chapter III)— | |
| Number | 13 |
| Percentage to total | 16.5% |
| 4. Recommendation in respect of which reply of Government has not been accepted by the Committee (<i>vide</i> recommendations at Sl. No. 1 referred to in Chapter IV)— | |
| Number | 1 |
| Percentage to total | 1.3% |
| 5. Recommendations in respect of which final replies of Government are still awaited (<i>vide</i> recommendations at Sl. Nos. 22, 67, referred to in Chapter V)— | |
| Number | 2 |
| Percentage to total | 2.52% |

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PUBLISHED UNDER RULE 382 OF THE RULES OF PROCEDURE AND CONDUCT OF
BUSINESS IN LOK SABHA (FIFTH EDITION) AND PRINTED BY THE GENERAL
MANAGER, GOVERNMENT OF INDIA PRESS, MINTO ROAD, NEW DELHI.
