

ESTIMATES COMMITTEE

1958-59

THIRTY-SECOND REPORT

(SECOND LOK SABHA)

MINISTRY OF RAILWAYS

**Action taken by Government on the Recommendations
of the Estimates Committee contained in their
Twenty-sixth Report (First Lok Sabha) on
'Commercial Matters'**



सत्यमेव जयते

**LOK SABHA SECRETARIAT
PARLIAMENT HOUSE
NEW DELHI
*December, 1958***

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CORRECTIONS

Thirty-second Report of the Estimates Committee on Action Taken by Government on the Recommendations contained in their Twenty-sixth Report (First Lok Sabha) on the Ministry of Railways.

- Page 2, para 4, line 6: read 'heavy' for 'heavey'
- Page 32, col.3, line 10; read 'appreciating' for 'appresiating'
- Page 44, col.3, line 2; read 'data' for 'date'
- Page 46, col.4, line 8; read 'Committee's' for 'Committees'
- Page 55, col.3, line 10; read 'in for 'iu'
- Page 62, col.4, line 5, delete 'a'

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1958-59

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*Elected w.e.f. 28.8.1958 *vice* Shri Mahavir Tyagi resigned.

**Elected w.e.f. 17.9.1958 *vice* Shri J. Rameshwar Rao resigned.

@Elected w.e.f. 23.9.1958 *vice* Shrimati Renuka Ray resigned.

@@Elected w.e.f. 23.9.1958 *vice* Shri Nemi Chandra Kasliwal resigned.

†Resigned w.e.f. 10-12-1958.

INTRODUCTION

I, the Chairman of the Estimates Committee, having been authorised by the Committee, present this Thirty-second Report of the Estimates Committee of the Lok Sabha on action taken by Government on the recommendations/conclusions contained in the Twenty-sixth Report of the Estimates Committee of the First Lok Sabha on the Ministry of Railways.

2. The Twenty-sixth Report of the Estimates Committee was presented to the Lok Sabha on the 30th April, 1956. The Government furnished their replies indicating action taken on the recommendations/conclusions contained in this Report between the 22nd November, 1956 and the 12th September, 1957. The Ministry was requested to furnish clarifications on certain points arising out of their replies. The replies (including the replies to points for further clarification) were examined by the Study Group of the Estimates Committee on the 29th September, 1958 and 4th December, 1958. This Report includes the replies of Government to the original recommendations of the Committee as well as replies to points for clarification.

3. The Report has been divided into four Chapters, that is,
- I. Report.
 - II. Recommendations that have been accepted by Government.
 - III. Replies of Government that have been accepted by the Committee.
 - IV. Replies of Government that have not been finally accepted by the Committee.

4. An analysis of the action taken by Government on the recommendations contained in this Thirty-second Report is given in Appendix I.

BALVANTRAY G. MEHTA,

Chairman,

Estimates Committee.

NEW DELHI;

The 12th December, 1958.

CHAPTER I

Report

The Estimates Committee, in para 62 of their Twenty-sixth Report (First Lok Sabha), had suggested that the co-operation of the members of the various Consultative Committees should be sought with a view to exercising spot checks to see that the various measures taken by the administration for prevention of claims were being pursued on an adequate scale. The Ministry have replied that the recommendation has not been accepted as it is not considered quite desirable to invest such non-official committees with executive functions of this nature. The Committee would like to point out here that the Railway Ministry's interpretation of the suggestion made by the Committee is not correct, as the non-official members were not intended to carry out the checks by themselves, but they would request the Railway officials concerned to carry out the spot checks etc. in their presence. Acceptance of the suggestion, therefore, would not mean any investment of executive powers to the non-official members. Such checks in their presence would, rather, lead to dispel the unfounded suspicions in the minds of the public in respect of the railway staff, and would, on the other hand, tend to inspire confidence in their honesty. The Committee, therefore, reiterate this recommendation in this regard.

2. In paras 79 and 147 of their Twenty-sixth Report (First Lok Sabha), the Committee recommended that a Sub-Committee of the Zonal Consultative Committee, as on the Eastern Railway, should be appointed on other Railways also for examining the claims work on the Railways and to offer suggestions for improvement, as the association of the Non-official element will considerably facilitate the solution of difficult problems facing the Railways. The Ministry have replied that the Claims position on the railways on which it was not examined by an *ad hoc* Committee *i.e.* on the Central, Western, Northern and Southern Railways is relatively far more satisfactory. Further, the Zonal Committees of these Railways have not suggested the formation of any such *ad hoc* committees. In the circumstances, the recommendation for the formation of sub-Committees has not been accepted. However, copies of the Reports of the Claims Sub-Committee of the Eastern Railway's Zonal Consultative Committee have been forwarded to other Railways for information and such action as considered necessary. In regard to the plea that the Claims position on other railways is far more satisfactory, the Committee quote below the figures of the number of claims received during the years 1955-56 and 1956-57 on the various Zonal Railways:

	1955-56	1956-57
Central Railway	91,511	90,690
Western Railway	74,184	77,478
Northern Railway	68,165	77,576
Southern Railway	50,174	47,927
North Eastern Railway	63,197	71,013
Eastern Railway	55,249	57,225
South-Eastern Railway	49,136	54,335

These figures indicate that the incidence of Claims on other Zonal Railways is even heavier and cannot be regarded as satisfactory. The Committee, therefore, reiterate their recommendation on the subject and suggest that early action to implement the same may be taken by the Railways.

3. In para 90 of their Twenty-sixth Report (First Lok Sabha), the Committee had suggested that at a terminal station, all the compartments of the incoming trains should be carefully checked by some responsible railway official and any unbooked articles found should be deposited with the Station Master. Such articles should be kept for a period not less than seven days before being transferred to the Lost Property Office. In case of big stations, where left luggage offices are provided, a separate counter should be earmarked for storing such articles to facilitate the tracing of the same by the rightful owners. The Ministry have accepted the first two suggestions. As regards the third suggestion for the provision of a separate counter for storing lost articles in the left luggage offices to facilitate their tracing, the Ministry has not accepted the same as it is apprehended that this may lead to false claims which it may not be possible to verify and decline. The Committee are of the view that the apprehension of the Railway Ministry that the provision of a separate counter for storing lost articles may lead to false claims is unfounded. Such articles are to be stored separately at a particular place (in a secure place, if necessary), not for exhibition to the people which might lead to filing of false claims, but to enable the staff to promptly lay hand on the articles and to deliver these to the owners on production of satisfactory proof of ownership/possession. The Committee, therefore, reiterate their recommendation and suggest that the same may be implemented.

4. In para 197 of their Twenty-sixth Report (First Lok Sabha), the Committee stated that as the fraudulent use of blank paper tickets on the Indian Railways was quite frequent, the system of blank card tickets prevalent on the Soviet Railways should be introduced on Indian Railways also. The Ministry replied that the Soviet system of blank card tickets would entail a lot of difficulties and clerical labour apart from the heavy cost of printing these tickets instead of the existing type of blank paper tickets which could be used for multifarious purposes and cover journeys of all distances.

The Ministry was further asked to state if there was no possible variant which could be suggested in place of blank card tickets. The Ministry have stated that it has not been possible to evolve any variant which could, with advantage, be introduced in place of blank card tickets. They have further added that steps are being taken (i) to stock printed tickets to as many destinations as possible, (ii) to ensure that the staff do not decline to fill up and issue blank paper tickets, and (iii) to tighten up the system for prevention of frauds in the use of such tickets. In view of this, the Committee have accepted the reply of the Ministry. They would, however, like to stress that a careful watch should be kept by the Railways on the effect of proposed steps to check misuse of blank card tickets and to avoid inconvenience/harassment to the public as a result of indifferent attitude of the Booking Clerks in issuing such tickets. In case, a substantial reduction in the number of cases of misuse is not perceptible after a couple of years or so, the Railway Ministry should reconsider the issue.

CHAPTER II

Recommendations that have been accepted by Government

S. No. as in Appendix VI of the 26th Report	Reference to paragraph No. of the Report	Summary of Recommendations	Conclusions	Govt.'s reply
1	2	3	4	5
1	1	<p>With the increasing expansion of Indian Railways, a stage is bound to come, when the Railways will succeed in increasing their capacity to produce transportation until the supply exceeds the demand. When this stage is reached the Commercial Departments of the Railways will be required to zealously watch the earnings of the Railways and take steps to increase the same by creating new markets for the surplus transportation available. In order that the Railways may not be found napping, when this stage is reached the Commercial Officers of the Indian Railways</p>	<p>The recommendations of the Estimates Committee are accepted. So far as the selection of the Officers is concerned, they are appointed on the basis of the All-India Competitive Examinations conducted by the Union Public Service Commission. 33-1/3% of the vacancies are filled by promotion of suitable Class II/III Officers who have acquired sufficient experience and ability in the course of their service. The direct recruits are given 2 years' training and the syllabus of their training fully covers the recommendations made in items (a), (b) and (c). The Offi-</p>	

should be carefully selected and properly trained in the art of salesmanship.

The Committee are in agreement with the following qualifications laid down by the Indian Railway Enquiry Committee (1947) for a Commercial Officer on Indian Railways :—

- (a) An aptitude to appreciate the Commercial implications of the various measures taken to raise the revenues. For this purpose, he should have a close familiarity with the rate structure, Railway Law, Railway Statistics and their use and possess an analytical brain ;
- (b) An even and pleasant temperament which is needed in the dealings with the public, as his work brings him in constant touch with them ;
- (c) The ability to understand the market conditions of commodities and also trade requirements. His interests should cover a wide field of knowledge of economic activities generally, particularly method of production and distribution of industries and trade.

cers are given training in a wide range of subjects some of which are as follows :—

General

- (i) General outlines of transport economics
The importance of Railways in the economic structure of the country and in relation to other modes of transport.
- (ii) The place of Indian Railways in the national economy. The size and outline of Railway development in the 2nd Five Year Plan.
- (iii) Responsibilities and obligations of a Railwayman as a citizen, as a public servant and as a Railwayman. Co-ordination of effort in all departments to produce best results—punctual running of trains—quick turnaround of wagons—better working of traffic yards—elimination of traffic bottlenecks, checking leakage in revenue, ticketless travel, underweighment etc.
- (iv) Relations between Officers and staff dealing with unskilled labourers, behaviour towards co-workers, Officers and subordinates—spirit of comradeship. How officers should conduct themselves *vis-a-vis* public, the users of the Railway and the Railway staff.

Commercial

(v) **Railway Rates Tribunal, procedure of dealing with cases referred to the Tribunal.**

(vi) **Claims.** Receipt, dealing and disposal of claims. Assessed and open delivery. Claims verification. Claims prevention. Fixation of inter-railway and staff liability. Misdemeanor conventions. Claims Arbitration Committees. Claims statistics.

(vii) **Traffic Development.** Creation and securing of additional traffic and revenues. Use of Commercial statistics. Opening of out-gencies, sidings, Shuttle trains and Rail Car Service. Conducted tours of educational, pilgrimage, and excursion purposes. Tourism for foreigners. Bazar specials, special trains for week ends, holidays, sports and other festivals. Provision of special type of vans for milk, fruits, vegetables, fish etc. Organisation of passenger facilities on special occasions like Melas, Passengers amenities, Publicity and Public Relations. Zonal and National Railway Users' Consultative Committees and Council.

(viii) **Statistics.** Statistical methods and technique, compilation and analysis of principal and secondary data in Railway statistics, Operating statistics, Commodity statistics, Workshop statistics, Financial statistics, Administrative statistics, Interpretation of statistical results.

(ix) *Indian Railways Act* : The relevant sections relating to the statutory obligations of the Railway as a public carrier so far as they relate to safety of train working, Commercial procedure and with particular regard to prevention of ticketless travel, ⁷ claims ¹ against railways, Railway Rates Tribunal, etc.

[*Ministry of Rlys. O.M. No. 56-B(c)—6000/Recommendations (26), dated 17-12-1956*].

2 7 The principal factors considered in the fixation of rates for commodities are : (i) cost of service, (ii) value of service, (iii) character and value of commodity, (iv) volume and regularity of movements, and (v) market competition.

These observations have been noted.

[*Ministry of Rlys. O.M. No. 56-B(c)—6000/Recommendations (26), dated 17-12-1956*].

3 31 As the work of revising the existing freight structure of Indian Railways has been assigned to the Railway Freight Structure Enquiry Committee the Committee do not propose to offer any detailed recommendations on the subject. The Committee would like to make the following broad suggestions:

The suggestions made have been referred to the Railway Freight Structure Enquiry Committee and the final decisions on the suggestions will be taken on receipt of that Committee's Report.

[*Ministry of Rlys. O.M. No. B(c)—6000/Recommendations (26), dated 22-11-1956*].

(i) The Freight structure should be such as to ensure the financial stability of the Railways.

(ii) With the above proviso, it should be such as to give some consideration to the Cottage and the newly developing small scale industries.

(iii) It should also give some consideration to the export and import traffic. This consideration should be given to the traffic to and from the major as well as the intermediate ports so as to rationalise the movement of traffic with a view to avoiding undue congestions at the major ports.

(Further information called for by the Committee.)

Please furnish revised comments indicating the extent to which the Committee's suggestions have been accepted in the revised freight structure to be introduced.

(L. S. S. O.M. No. 101-EC-II/56, dated 26-5-1958)

The desired information is given below :—

(i) *The Freight Structure should be such as to ensure the financial stability of railways :—*
The suggestion, which in fact is one of the basic objectives of any railway freight rate structure, is accepted.

It may be stated that the new scales of rates have been evolved as a result of thorough examination and a re-assessment of the financial needs of railways in the light of information available up-to-date. The new scales of rates are expected to yield at the present level of goods traffic an additional revenue of Rs. 9.6 crores per year. On parcels traffic an additional revenue of Rs. 2 crores is expected.

(ii) *With the above proviso, the freight structure should be such as to give some consideration to the cottage and the new developing small scale industries.*—The suggestion is accepted.

All handloom products including khaddar are already charged at concessional rates, compared to the normal tariff rates charged on mill-made cloth.

The Railway Freight Structure Enquiry Committee's recommendation for providing a lower classification for a number of products of cottage industries than the "corresponding classes" for those products in the new rate structure has been accepted.

The Committee's further recommendation for the grant of 25% concession in freight for the products of cottage industries has also been accepted in principle. A list of products of cottage industries, which have to compete with products of the mechanised industry, is being prepared for allowing a 25% concession.

(iii) *The freight structure should also give some consideration to the export and import traffic. This consideration should be given to the traffic to and from the major as well as the intermediate ports so as to rationalise the movement of traffic with a view to avoiding undue congestions at the major ports.*

The recommendation of the R.F.S.E.C. that railways should assist in the export drive has been accepted.

The question what concessional rates should be granted for each particular item of traffic is, however, under consideration with the Ministry of Commerce and Industry at present.

Concessional rates for export traffic will be quoted to the smaller ports also, if so desired by the Ministry of Commerce and Industry or the trade interests sponsoring the movements.

[*Ministry of Rlys. O.M. No. 56-B (c)-6000/26th Report/Pt-1, dated 18-9-1958*].

6 The Committee understand that in the absence of rate registers, there are a number of cases where rates are either undercharged or overcharged, resulting in loss of revenue to the Railways in one case and a lot of unnecessary harassment to the public in the other. The Committee, therefore, recommend that the Railways should be ready to introduce the rate registers soon after the date, Government take a final decision on the recommendations of the Railway Freight Structure Inquiry Committee. This will also enable the public to obtain an authorised rate from a station for the traffic they intend to book from there, instead of approaching the Railway headquarters or the Rate Quotation Bureaus.

The recommendation has been accepted. Action will be taken to introduce Rate Registers at the appropriate time as has been suggested by the Committee.

[*Ministry of Rlys. O.M. No. 56-B (c)-6000/Recommendations (26), dated 22-11-1956*].

(Further information called for by the Committee).

It is requested that fresh comments indicating when the Rate Registers are proposed to be introduced, may be offered.

(L.S.S. O.M. No. 101-EC-II/56, dated 26-5-1958).

The new freight structure has not yet been introduced. Moreover, there is likely to be a further change before 1-4-1960 in connection with changing over to the metric system of weights and distances.

The question of introducing Rate Registers will be taken up soon after these changes have been effected.

[Ministry of Rlys. O.M. No. 56-B (c)-6000/26th Report/Pt-I, dated 26-6-1958].

8

As the capacity of newly constructed B.G. and M.G. wagons is higher, the Committee suggest that the questions of revising the present minimum weight conditions should be examined a fresh with a view to securing the maximum utilisation of the increased capacity of the wagons.

(Further information called for by the Committee).

The suggestion has been noted and the matter will be pursued further in conjunction with the progressing of the recommendations of the Railway Freight Structure Enquiry Committee as the fixing of minimum weight forms an important part of the recommendations.

[Ministry of Rlys. O.M. No. 56-B (c)-6000/ Recommendations (26), dated 21-5-1957].

Please furnish revised comments indicating the revised minimum weight conditions proposed to be fixed in view of the recommendations of the R.F.S.E.C.

(L.S.S. O.M. No. 101-EC-II/56, dated 26-5-1958).

It is proposed generally to accept the recommendations of the RFSEC (the conditions suggested by Shri Basu) in regard to the minimum weight conditions to be attached to wagon-load rates.

It is further proposed to take action as indicated below:

- (1) *Broad Gauge.* Wherever the existing B.G. weight condition is 545 mds. it is proposed to raise it to 550 mds. per 4-wheeled wagon.
- (2) *Metre Gauge.* (a) Where the minimum B.G. weight condition is W. 545 (proposed to be enhanced to W. 550) the corresponding M.G. weight condition is proposed to be enhanced to 440, as against the existing minimum weight conditions of W/300 and W/330.
- (b) Where the existing B.G. weight condition is W. 500, the corresponding M.G. weight condition is proposed to be enhanced and fixed at W. 400 in place of the existing minimum weight condition of W/300.

✠

It has been found that on the basis of the relative cubic capacities of B.G. and M.G. wagons, it would not be possible to have higher minima weights for M.G.

Also, on both the gauges, it is not possible to increase the minima weight conditions based merely on an increase in the carrying capacity of wagons, in the case of such commodities as oil, ghee, etc., the loadability of which depends upon the floor area of the wagon and in the case of such light loading commodities as grass dry, bran, etc., the loadability of which

depends upon the cubic capacity of the wagon.

[*Ministry of Rlys. O.M. No. 56-B (c)-6000/26th Report/Pt.-I, dated 2-8-1958*].

45 The Committee understand that the Railway Freight Structure Enquiry Committee are re-considering the question whether the terminal charge should be imposed separately and if so, on what basis or whether it should be integrated with the regular freight as in the U.S.A. The Committee, therefore, do not suggest any modification to this charge at this stage, but would like the Railway Ministry to make a reference in this connection to some of the advanced countries to ascertain the procedure followed in those countries and to place all material before the Railway Freight Structure Enquiry Committee for their consideration to evolve a rational system of charging terminal charges.

(Further information called for by the Committee.)

It is requested that revised comments may please be furnished in the light of decisions reached by them on the report of Railway Freight Structure Enquiry Committee.

(*L.S.S. O.M. No. 101-EC-11/56, dated 26-5-1958*).

Accepted and implemented. Information regarding the system of charging terminals on Railways in foreign countries has been obtained and passed on to the Railway Freight Structure Enquiry Committee.

[*Ministry of Rlys. O.M. No. 56-B (c)-6000/ Recommendations(26), dated 22-11-1956*].

The Railway Freight Structure Enquiry Committee have recommended abolition of the levy of separate terminal charges.

The Government have not, however, as yet finalised their decision on this recommendation of the Railway Freight Structure Enquiry Committee.

[Ministry of Rlys. O.M. No. 56-B (c)-6000/ 26th Report/Pt.-I, dated 26-6-1958].

11 48 As the complaints about the delays in settlement of claims are still very frequent, the necessity of expeditious settlement of individual claims cases cannot be overstressed.

12(a) 54 By an analysis of the figures of the number of claims disposed of and the amount paid as compensation for the same during the last four years, the Committee noticed the following revealing facts:

(i) The total number of claims during 1953-54 and 1954-55 has risen by 2.2 % though the total amount paid as compensation during the same period has fallen by 1.2 % as compared with the figures of previous two years, i.e., 1951-52 and 1952-53.

(ii) The largest number of claims arising and highest amount paid as compensation for one single cause each year is for goods lost.

(iii) The bulk of claims received and the bulk of amount paid as compensation each year is for

The observations of the Estimates Committee have been brought to the notice of the Railways.

[Ministry of Rlys. O.M. No. 56-B (c)-6000/ Recommendations (26), dated 17-12-1956].

These observations have been noted.

[Ministry of Rlys. O.M. No. 56-B (c)-6000/ Recommendations (26), dated 17-12-1956].

- (a) goods lost, (b) goods stolen, (c) parcels and luggage lost or stolen and (d) causes unidentified.
- (iv) The rise in the number of claims is more marked for the goods lost or damaged by wet and for other causes unidentified during the years 1953-54 and 1954-55; and
- (v) Rise in the amount of compensation claims paid is more marked for goods damaged by wet during 1953-54 and 1954-55 whereas the fall in the amount of compensation paid is more marked for the goods stolen and parcels and luggage lost or stolen during the same period.

12(b) 55

The Committee are surprised to note the magnitude of the claims paid for goods, parcels and luggage lost or stolen and suggest that vigorous drives should be initiated to reduce the number of claims under this head.

The observations of the Committee have been brought to the notice of the Railways and they have been asked to maintain the vigorous drives in regard to reduction in claims.

[Ministry of Rlys. O.M. No. 56-B (c)-6000/ Recommendations (26), dated 17-12-1956].

13 57

The Committee welcome the step taken by the Railway Board in appointing a Senior scale Claims Prevention Officer in each Zone, because they feel that heavy incidence of claims like disease, can best be tackled by methods of prevention rather than cure.

The observations of the Committee have been noted.

[Ministry of Rlys. O.M. No. 56-B (c)-6000/ Recommendations (26), dated 17-12-1956].

63 The Committee recommend that suitable modified forms of Ellis Locks (at present in use on B.G. Rlys.) should be devised and introduced on the M.G. Railways also. The Committee also suggest that the use of Ellis Locks should be made more extensive on B.G. system as well. If it is not introduced in any areas, reasons for the same should be called for and examined.

The recommendation has been accepted. The Southern and North Eastern Railways have already introduced E.P. Locking of M.G. wagons over their systems as an experimental measure and the system will be extended. It has further been decided that the E.P. Locking system should be made use of extensively on the Broad gauge system, and this decision also is in the process of implementation by the various Railways.

The difficulties, if any, in the way of extensive use of E.P. locks are also being periodically reviewed.

[Ministry of Rlys. O.M. No. 56-B (c)-6000/Recommendations (26), dated 31-7-1957].

65 The Committee recommend that a more extensive use of the practice of allowing private locks on full wagon load consignments be made.

The recommendation has been accepted and instructions have been issued to Railways to allow a more extensive use of the practice of putting private locks on wagons.

(Further information called for by the Committee.)

[Ministry of Rlys. O.M. No. 56-B (c)-6000/Recommendations (26), dated 17-12-1957].

Please state to what extent private locks on wagons are being used.

Instructions have been issued to all Railways to allow more extensive use of Private locks on wagons. It is, however, not possible to state specifically the extent to which this facility is being availed of by the trade, as no separate statistics in this regard have been maintained.

(L.S.S. O.M. No. 101-EC-II/56, dated 26-5-1958). []

[Ministry of Rlys. O.M. No. 56-B (c)-6000/26th Report/Pt.-I, dated 2-8-1958].

17

The Committee recommend that the Railway Ministry should introduce specialised training for those people, who are required to handle the goods in order to teach them the right way of handling goods and proper methods of storing goods in wagons and in the goods sheds. Some form of a certificate may be issued to those who undergo such a training, and eventually only such persons who possess the certificates should be permitted to handle the goods. Supervisory staff, such as station masters, goods supervisors, etc., should be told in no uncertain terms that their indifference towards rough handling of goods would be regarded as dereliction of duty.

(Further information called for by the Ministry).

How many of the persons required to handle the goods have been trained by now? Is there any marked difference noticed in the method of handling after training?

L.S.S. O. M. No. 101-EC-II/56, dated 26-5-1958.

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

[Ministry of Rlys. O. M. No. 56-B(c)-6000/ Recommendations (26), dated 22-11-1956].

From 1955 onwards, all Railways had initiated action to train persons requiring to handle goods. During 1956, about 1,000 certificates were issued over two Railways. Exact statistics in regard to the other Railways and for subsequent years are not readily available and are being obtained. There has been an improvement in the method of handling. *[Ministry of Rlys. O. M. No. 56-B(c)-6000/ 26th Report/Pr- I, dated 2-8-1958].*

69 The Committee also suggest that the Railways should consider the desirability of introducing mechanised handling devices at large stations for carrying parcels and goods between platforms and parcel and goods godowns. Such devices need not replace human labour, but should make their task easier and simpler leading to more efficient handling of consignments.

The recommendation has been accepted and an experiment with mechanically propelled trucks is being made at selected stations on Indian Railways in the first instance.

[Ministry of Railways O. M. No. 56 B-(c)-6000/Recommendations (26), dated 7-1-1957].

74 The Committee are glad to note that with the re-organisation of the Watch and Ward Department into a Railway Security Force, the appointment of Claims Prevention Officers on all the Railways, and other measures taken by the Railways, the number of thefts and losses due to the same are on the decline. But this should not give a feeling of complacency. Determined efforts should continue to eradicate this evil completely. The Committee feel that the Railway Security Forces should select some mobile gangs of specially trained men of integrity and they should, in rotation, be posted for duty in important goods sheds at big stations, so that the chances of collusion with Railway staff and local people of notoriety are minimised.

Instructions have been issued to all Chief Security Officers to detail selected men of the Crime Detection Branch of the Railway Protection Force to important goods sheds for specified periods for keeping an unobtrusive watch on goods sheds and parcel offices to detect thefts, pilferages and frauds etc. The responsibility for watch being kept against corrupt practices in goods sheds, parcel offices, etc., also rests on the vigilance organisation on each Railway. It should be possible between the two organisations to deal with the problem in a large measure and Railways have been instructed accordingly.

[Ministry of Rlys. O.M. No. 56-B(c)-6000/Recommendations (26), dated 6-5-1957].

77 The Committee feel that if all the Railways publish monthly claims' bulletin, as done by Southern Railway, giving particulars of unconnected consignments and of consignments not to hand on which heavy claims have been received, it will

These recommendations have been accepted and the Railways directed to implement them.

[Ministry of Rlys. O. M. No. 56-B(c)-6000/Recommendations (26), dated 12-9-1957].

facilitate disposal and location of consignments. The feasibility of publishing these bulletins in the regional languages should also be examined.

- 82 The Committee are glad to learn that it is proposed to introduce shortly a special scheme for quick transit of consignments in both wagon loads and in smalls on important trunk routes. The basic feature of the scheme would be that the goods would be carried by Express Goods Trains within a guaranteed period and that their movements would be specially watched. The Committee feel that this will have a healthy effect of reducing the claims bills.
- 83 The observations have been noted. It may be added that the proposed scheme for quick transit of consignments in both wagon loads and smalls on certain important routes has been introduced with effect from 1.4.56. Proposals are also in hand to introduce such a service over additional sections.
- [*Ministry of Rlys. O. M. No. 56 B(C)-6000/Recommendations (26), dated 22-11-56*].

- 84 The Committee notice that there is no uniformity in the matter of employment and remuneration of law officers on different Railways. The Committee recommend that there should be uniformity in the matter of employment and remuneration of Law Officers on all the Railways and are glad to learn from the representative of Railway Ministry that it has been decided that each railway should have a law officer of its own to deal with court cases and other cases involving legal issues and that the Railway Board would fix a grade attractive enough to get a man of some standing.
- 85 The Board have issued orders that each Railway should have a permanent post of Law Officer in the J.S./C.I. II to deal with court cases. This post has been included in the permanent gazetted cadre of the General Administration Branch on each Railway.
- [*Ministry of Rlys. O. M. No. 56 B(C)-6000/Recommendations (26), dated. 14-2-1957*].

- 86 The Committee further endorse the recommendations of Shri A.A. Brown made in his report that
- 87 The recommendation made by the Estimates Committee is in keeping with the policy of the

the Railways should tighten up the procedure governing the holding of auctions in Lost Property Offices to ensure that reasonable prices are realised and that no article of value should be sold without a pre-determined reserve price being placed upon it.

29 100 The Committee feel that the loss of earnings due to ticketless travelling which has been estimated as between two and three crores of rupees every year, is a conservative estimate.

30 101 Ticketless travel is also an indication of inadequate civic sense among the people. The Committee therefore, feel that the Railways should take proper steps to eradicate ticketless travelling not only to increase their revenues, but also as a part of social education of the masses. It is not enough merely to take punitive action against the defaulters. It is also necessary to create conditions in which ticketless travelling would be extremely difficult for anyone to indulge in. Civic sense could be inculcated in schools by the educational authorities in States, which may be approached for this purpose by the Railway Ministry.

31 109 The Committee are of the opinion that if the scheme of posting one T.T.E. for every two coaches is properly handled, not only will it be useful for reducing the ticketless travelling, but also it will prove of great assistance to the third class passengers in accommodating them in a systematic

Railway Board and the practice on the Railways and the observations of the Estimates Committee have been forwarded to the Railways drawing their attention to the previous instructions on the subject.

[Ministry of Rlys. O. M. No. 56-B(C)-6000/
Recommendations (26), dated 22-11-1956].

The Committee's observation has been noted.

[Ministry of Rlys. O. M. No. 56-B(C)-6000/
Recommendations (26), dated 22-11-1956].

The recommendation made by the Estimates Committee is in keeping with the policy of the Railway Board.

The Committee's observations have been noted.

The Campaign against ticketless travelling will be sustained and intensified on the lines that have been indicated.

[Ministry of Rlys. O. M. No. 56-B(C)-6000/
Recommendations (26), dated 22-11-1956.]

Please refer to the remarks against Recommendation No. 38 of the Estimates Committee's Report No. 25.

[Ministry of Rlys. O. M. No. 56-B(C)-6000.
Recommendations (26), dated 14-2-1957].

manner, so that they are evenly distributed on the train and are also accommodated in the proper sectional coaches. It will also help in reducing the nuisance of beggars and hawkers. The T. T. Es. may be called conductors or guides with powers of the T.T.Es. The Committee, therefore, recommend that the scheme should be gradually extended to other trains.

33 112 The Committee observe that there has been an increase in the number of ticketless travellers, as also in the amount spent on ticket collecting staff and in the amount realised from detected ticketless travellers in '54-'55 as compared to the year 1953-54. It would, not, however, be correct to judge the performance of the additional ticket checking staff merely by the increased amounts realised from the ticketless travellers. As a matter of fact, efficient and intensive ticket checking arrangements would result in substantial reduction in the number of ticketless travellers and this would naturally result in the reduction of the amounts realised from the ticketless travellers. The Committee, would, however, like to stress that this stage has not yet been reached and that ticketless travelling is rampant all over the country. Though chronic overcrowding in trains, lack of fencing at road-side stations and skillful evasion of

The general observations made by the Committee have been noted.

The specific suggestions made by the Committee are in keeping with the policy of the Railway Board and the practice on the Railways. In regard to sub para. (vii), however, the authority to have surprise checks made by ticket checking staff in their presence has been, for the present extended only upto the Zonal level of Consultative Committees.

[Ministry of Rlys. O. M. No. 56-B(C)-6000/Recommendations (26), dated 11-5-1957].

of ticket checking staff are also partly responsible for ticketless travelling the Committee are inclined to believe that negligence and collusion of the ticket checking staff in many cases are no less responsible for this evil. The Committee offer the following suggestions to eradicate the evil :

- (i) The magisterial checks should be extended to States where these do not exist at present, concentrating more on areas where ticketless travelling is extensive;
- (ii) An extensive propaganda should be carried out by means of announcements, leaflets, posters and instructions at stations in trains, in schools and colleges. The travelling public should be exhorted to resist from this evil practice and to assist the ticket checking staff in rounding up the ticketless travellers;
- (iii) The honest ticket checking staff, who are sometimes intimidated by ticketless travellers should be given protection. The public should be requested through propaganda not to show any misplaced sympathy with the ticketless travellers. In areas, where undesirable elements are known to exist, who successfully intimidate the ticket checking staff, some Watch and Ward staff may be posted in plain clothes to render assistance in case of an emergency;

- (iv) The honest ticket checking staff, who show outstanding merit in hauling up ticketless travellers and increasing the Railway revenue may be given some sort of incentive in the shape of appreciation of their services by rewards or by further promotions;
- (v) The flying squads should be kept changing from section to section and their programmes should be kept secret, so that the normal checking staff may not be aware of the presence of flying squads;
- (vi) The fencing at road-side stations should be improved on a planned basis to ensure that the passengers have to pass out through proper gates;
- (vii) The Committee suggest that the authority to have surprise checks made by the ticket checking staff in the presence of the members of the National Consultative Council may be extended to the Consultative Committees at all levels;
- (viii) The checking of upper class compartments and waiting rooms should be intensified.

34 113—116 Both as a commercial concern and also as a nationalised undertaking, it is one of the most important responsibilities of Indian Railways to keep Action on the lines suggested is already being taken and increasing efforts are being made to develop railway publicity.

harmonious relations with the public. Unfortunately however, the Indian Railways have not enjoyed much popularity. With the dawn of independence and the nationalisation of Indian Railways, they are now the largest nationalised undertaking, in which the country can take legitimate pride. Moreover, in recent times, under the inspiration of the popular Minister, the Railways have played a very important role in levelling down distinctions and up-lifting the lot of the common man. Increased facilities for the third class passengers and greater stress on staff and labour welfare are two important planks of the revised and enlightened policy of the Railway Ministry. It is, therefore, upto the Railways to take advantage of the changed circumstances and to make determined efforts to win popularity by showing the true spirit of public service and by also maintaining harmonious relations with the rail-users. The Committee, therefore, lay considerable stress on the Public Relations Organisations of the Indian Railways and are glad to observe that they are being developed on the lines indicated by the Indian Railway Enquiry Committee (1947).

35

123 Publication of a popular edition of the Report of Railways is a step in the right direction. The Committee suggest that these popular editions might be published in Hindi also, to begin with.

[Ministry of Rlys. O. M. No. 56-B(C)-6000/
Recommendations (26), dated 22-11-1956].

The Railway Board's Annual Administration Report for 1954-55 as well as its popular edition were brought out in Hindi also. This practice will be continued in future.
[Ministry of Rlys. O.M. No. 56-B(C)—6000/
Recommendations (26), dated 22-11-1956].

36 124-125

The Committee are in agreement with the views expressed by the Railway Corruption Enquiry Committee in connection with the need for wide publicity on Railways and recommend that the Railways should spare no pains in developing the interest of the public on the following lines :

(i) At stations and in coaches, notices and propaganda placards of educational value may be displayed in national and regional languages enumerating the various facilities offered by the Railways and how these can be made use of by passengers;

(ii) The posters displayed at stations should also give fuller particulars indicating the locations, distance from Railway stations of places of interest advertised and the facilities for visiting the same so that the real purpose of encouraging travellers to visit these places is served;

(iii) Placards and posters containing mottoes in bold types on the following lines may be suitably displayed to catch the passenger's eyes:

(a) Railways are nation's property and so your property. Its protection and upkeep is your responsibility. Railwaymen are only

Suggestions (i) to (vi) :

These recommendations may be treated as accepted.

Items (i) and (ii) will be implemented as time goes on and to the extent considered desirable.

[*Ministry of Rly. O. M. No. 56-B(C)-6000/ Recommendations (26), dated 22-11-1956*]

managing on your behalf. Help them in all ways.

- (b) Look to convenience of fellow passengers. Do not deprive them of their right by dumping heavy luggage in compartments. Travel light and clean. Do to others what you expect others to do to you.
- (c) India is free and so behave like a citizen of a free country. Bad manners are disgrace to the nation as a whole.
- (d) Stop corruption. Do not offer illegal gratification. Do not look for a favour, look for your right and see that you get it.
- (e) Freely give your suggestions for improvement in the service. Thus help the Railways and the nation.
- (f) Do not travel without ticket nor let anybody travel like that by reporting to Railway Staff on duty.
- (iv) The Railways' targets of development in the Second Five Year Plan and its achievements in the First Five Year Plan should be widely published by issue of posters, charts and pictorial pamphlets.
- (v) The Railway Board should examine the feasibility of publishing a monthly Railway magazine, which will stimulate the interest of the public in various Railway activities.

(vi) Suggestion books may be provided at the Bookstalls at the stations in which the travelling public may be invited to offer suggestions in regard to any activities connected with the Railways.

37 129 The performance of the Western Railway in regard to earnings from Commercial advertisements at stations, in time-tables and in trains during the years 1950-51 to 1954-55 is the best whereas that on the N.E. Railway is the poorest.

This is merely an observation.

[*Ministry of Rlys. O.M. No. 56-B(C)-6000/Recommendations (26), dated 22-11-1956*].

(*Further information called for by the Committee.*)

Please state the steps towards securing more advertisements, notices etc. for display at stations, in Time Tables and in Railway trains taken by the N. E. Railway.

(*L.S.S. O.M.No. 101-EC-II/56, dated 26-5-1958*).

The North Eastern Railway has initiated a drive for developing revenue from commercial advertisements. Leading commercial firms are being contacted direct and through Advertising Agencies/Canvassers to persuade them to take up advertising space on railway platforms, Time Tables etc. The standard of service to the advertisers is also being improved to encourage advertisers to take up advertisement space.

The advertising revenue on North Eastern Railway has not registered any steep increase mainly because the area covered by that Railway is not commercially advanced. It is,

however, hoped that with the efflux of time and the action taken more revenue would accrue to that Railway from commercial advertisements.

[*Ministry of Rlys. O. M. No. 56-B(C)—6000/26th Report/Pt. I, dated 2-9-1958*].

The observations of the Committee have been noted.

[*Ministry of Rlys. O. M. No. 56-B(C)—6000/Recommendations (26), dated 17-12-1956*].

- 39(a) 133 The committee are glad to learn that instructions have been recently issued that a small Subcommittee of one or two energetic non-official members of the Zonal Railway Users' Consultative Committee should be formed on each Railway with a view to suggesting improvements and weeding out undesirable publications in the Railway Bookstalls. The Committee also understand that instructions have been issued to ensure that the Railway Bookstall holders properly display and keep for sale an adequate stock of tourist literature, as well as other popularly priced Government publications at their stalls.

- 39(b) 134(b) The Committee are also glad to learn that a Committee has already been appointed to advise the Railway Board regarding the quality of the books to be stocked in the bookstalls at Railway Stations and that it is proposed to associate some literary people with this Committee.

It is presumed that the reference is to the Bookstall Committee constituted on each Zonal Railway, consisting of one or two Non-Official Members of the Zonal Railway Users' Consultative Committee with whom one or two eminent retired educationists are associated, with a view to assist in the adequate stocking of Railway Bookstalls with suitable books.

Apart from these committees on the railways no separate committee has been appointed

at the centre to advise the Railway Board on such matters.

[*Ministry of Rlys. O. M. No. 56-B(C)-6000/Recommendations (26), dated 17-12-1956*].

42 147 The Committee recommend that the practice of appointing sub-committees of the Zonal and other Consultative Committee for the purpose of inquiring into specific problems with a view to offering helpful suggestions, should be gradually extended.

44 149 The Committee also suggest that the Minister for Railways should hold an annual Conference with the representatives of State Governments. The past performance and future plans of the Railways and the problems of the States in regard to rail transport and other allied matters can be usefully discussed at these annual conferences.

The recommendation has been accepted in principle.

It is proposed to call an initial meeting of the Minister for Railways with the Chief Ministers of the States to discuss the various current problems of the States in regard to rail transport and also the question of the need for similar meeting in future and at what intervals they are to be held.

[*Ministry of Rlys. O. M. No. 56-B(C)-6000/Recommendations (26), dated 11-5-1957*].

46 163—165 (a) The Committee reiterate their recommendation made in their Seventeenth Report that the entire position regarding the various restrictions

(a) The recommendation is accepted in principle. Its implementation is for the Transport Ministry, to whom the recommendation will be

imposed by the State Governments on road-traffic should be carefully reviewed and these restrictions should be relaxed to the maximum extent possible. While relaxing these restrictions care will have to be taken to avoid unhealthy competition between the Railways and Road Transport.

(b) The Committee recommend that the transit time taken by Rail between two points served by Roads should be reduced to compare favourably with the time taken for transport by road.

(c) The Committee endorse the recommendation of the 'Study Group' appointed to study the question of Rail-road co-ordination that it is desirable to examine the feasibility of operating integrated services over the Railways and inland water-ways. Extension of through booking facilities is desirable.

passed on, communicating its acceptance in principle by the Railway Ministry.

(b) The policy of the Railway Board is to reduce the transit time between any two points to the minimum possible. Since, however, there may be considerable differences in the distances by road and by rail connecting any two points and there are also differences in the method of working, it may not be possible in many instances to make the transit time taken by rail between two points compare favourably with the time taken for transport by road.

(c) The observations of the Estimates Committee are noted. A committee, with a representative of the Railway Ministry thereon has recently been appointed by the Ministry of Transport to go into the question of development of inland waterways as also the question of its co-ordination with the Railways.

[*Ministry of Rlys O. M. No. 56-B(C)-6000; Recommendation (26), dated 17-12-1956*].

48(a) 170-71

The Committee feel that enough attention is not being paid to meet the demands of Mela Traffic.

The Committee's recommendations are noted. Railways have been instructed to make timely

during smaller festivals at a large number of smaller religious centres in the country. The Committee, therefore, suggest that it should be made one of the important duties of the Commercial Officers to make timely arrangements for the clearance of extra traffic on festival days in areas within their jurisdiction.

The Committee are not convinced about the necessity of granting concession to employees of Tourist Agencies when travelling for the purpose of making enquiries regarding places likely to be visited by the Tourists, and suggest that the same may be withdrawn.

49 173 The Committee appreciate the efforts of the Railways in encouraging tourist traffic, especially from overseas. The Committee, however, feel that there should be a more liberal provision of third class tourist cars and tourist special trains than hitherto. As and when the line capacity increases over various important routes, the Railways should introduce more tourist special trains and undertake to plan conducted tours for visiting selected places of interest.

arrangements for the clearance of festival traffic as necessary within the resources available on the Railways.

The Committee's recommendation has been accepted and concession is being withdrawn from 1-7-57.

[Ministry of Rlys. O. M. No. 56-B(c) 6000/Recommendations (26), dated 25-5-1957].

The recommendation has been noted and necessary instructions have been issued to the Railways regarding introduction of more tourist special trains as and when additional line capacity becomes available for the purpose.

Necessary action is also being taken to procure more third class tourist cars for use on Indian Railways.

[Ministry of Rlys. O.M. No. 56-B(c) 6000/Recommendations (26), dated 17-12-1956].

182 While appreciating the difficulties that have stood in the way of developing the use of Refrigerated Vans on Indian Railways, the Committee feel that there is great scope for the use of Refrigerated Vans for perishable traffic. The Committee, therefore, suggest that the Railways should explore the possibilities for wide use of such stock by consulting the various Chambers of Commerce, Trade and Industry and also the state Governments. The experience of the foreign Railways in this direction should also be utilised to the extent possible.

Necessary action is being taken on the lines indicated by the Committee.

The Ministry of Food and Agriculture, in consultation with the State Governments and the Ministry of Railways, are arranging to procure 6 Broad Gauge Refrigerated Vans under the Indo-American Technical Aid Programme (1956) Project. They are also considering the purchase of 14 additional Refrigerated Vans (10 ton capacity each) during the Second Plan period. It is proposed to utilise these Refrigerated Vans on certain selected routes for the movement of fish and other perishable traffic.

Based on the experience gained from the experiment proposed to be tried by the Ministry of Food and Agriculture, the feasibility of and justification for the running of Refrigerated Vans on the Indian Railways on an extensive scale for the movement of perishable traffic will be duly considered.

[Ministry of Rlys. O.M. No. 56-B(C) 6000/
Recommendations (26), dated 14-2-1957].

186 The Committee are glad to observe that the recent reorganisation of the watch and Ward Department on the Railways has brought about some improvement in as much as the number of thefts

Every effort will continue to be made to bring the Railway Protection Force to a high level of efficiency. A bill named "The Railway Protection Force Bill" has also been introduced in

has recorded a decrease during the last three years. There is, however, no room for complacency as the number of thefts and pilferages as also the claims bill continue to be high. Further toning up of this Department with a view to achieve still better results is necessary.

54 196 The Committee feel that misdeclaration and under-weightment are two important items due to which there is considerable leakage in Railway revenues. The Committee, while appreciating the attempts made by the Railways for the check and prevention of the same, recommend that the Railways must maintain statistics to show the extent of mis declaration and under-weightment existing on the Railways and estimate the loss incurred thereon and take suitable action in the light of these statistics to eradicate this evil. The figure in this respect should be included in the Annual Reports of the individual Railways concerned.

the Parliament so as to further assist in achieving this object.

[*Ministry of Rlys. O.M. No. 56-B(C) 6000/ Recommendations (26), dated 29-3-1957*].

1. Checks are regularly carried out by the special re-weightment staff appointed for that purpose on consignments considered as likely to have been under-weighted or mis-declared and also the correctness of weights as invoiced is to a certain extent checked by the supervisory staff.

2. Extensive tests to ascertain the extent of mis-declaration and under-weightment would mean re-weighting, opening and checking all consignments which would result in inconvenience due to hold-up of deliveries and also in operating difficulties resulting from congestion.

3. Instructions have, therefore, been issued to railways that, periodically, on a few selected days, they should make a 100% check of all consignments on hand at selected important stations, with a view to ascertain the extent of under-weightment and mis-declaration that prevails and to compile statistics of the percentage of consignments mis-

declared or under-weighted to the total number of consignments on hand and checked and therefrom estimate the loss of revenue resulting from under-weighting and mis-declaration.

4. Instructions have further been issued to the Railways to take suitable remedial action to eradicate the evils of under-weighting and mis-declaration in the light of the statistics compiled and also to include, in their annual reports, the results of the checks referred to in para 3 above, as being indicative of the extent of mis-declaration and under weightment that prevails.

The Recommendation has been accepted and implemented.

[*Ministry of Railways O.M. No. 56-B(C) 6000/Recommendations (26), Dated 26-2-1957*].

58 20C—204 The Committee recommend that the obsolete "Palmer's" formula used in the traffic survey of new lines, should be deleted from the Engineering Code and replaced by the "Line's" formula after modifying the latter suitably, by making due allowance for the anticipated increase in passenger traffic during the next five years from the time of making the traffic survey.

59 206 It is necessary that the instructions at present laid down in the Engineering Code for estimating the earnings of the new lines are suitably revised to make them more realistic. This is particularly necessary as the new lines are required to yield a net return of 5% in the sixth year after opening, and if the calculations for this purpose are based on obsolete formula and out of date instructions, the progress in the opening of new lines is likely to be unnecessarily retarded.

The recommendation has been accepted and implemented.

[*Ministry of Rlys. O.M. No. 56-B(C) 6000/Recommendations (26), dated 26-2-1957*].

CHAPTER III

Replies of Government that have been accepted by the Committee

S. No. (as in the Appendix VI of the 26th Report)	Reference to Paragraph	Summary of Recommendations	Conclusions	Govt.'s Reply
1	2		3	4
4	32	<p>The Committee suggest that the two proposals viz. (a) permanent Railways' Rates Advisory Body in addition to the Railway Users' Consultative Council and (b) a Director in the Railway Board's Office to advise on various problems of Rates might be examined by the Railway Ministry. In this connection the Committee would like to invite the attention of the Railway Ministry to the fact that on German Federal Railways, a Sub-Committee called the Standing Tariff Committee has been set up by Government for the purpose</p>	<p>The suggestions have been passed on to the Railway Freight Structure Enquiry Committee. Final decision will be taken on receipt of their report.</p>	<p>[Ministry of Railways O.M. No. 56-B(C) 6000/ Recommendations (26), dated 22-11-1956].</p>

of examining the proposals and changes in tariff proposed by the Railway Ministry. This procedure of consultation, according to the Report of the Indian Railway Delegation to the Soviet Railways and other European Railways, has ensured a wider appreciation of the problem of the Railways by the users, as also enabled the Railways to introduce changes in the tariffs with suitable amount of public support. In the event of any difference of opinion between the Railway and other representatives in this Committee, the Railway Administration is competent to take a final decision with the approval of the Minister.

(Further information called for by the Committee) Please furnish revised comments, if the decision has since been finalised.

(L.S.S. O.M. No. 101-EC-II/56, dated 26-5-1958).

Para 42 (Chapter VII).

“We have examined the suggestion of the Estimates Committee to have a separate Directorate in the Railway Board’s Office for quoting station to station rates. We consider that this may not be necessary and we recommend that individual Railway Administrations should have power to quote station to station rates and grant concessions at a percentage below the standard rate. This percentage should be laid down by the Railway Board. Concessions below this limit may be granted by the Railway

The recommendations of the Railway Freight Structure Enquiry Committee, to whom the recommendation of the Estimates Committee was forwarded, are reproduced below :

Board after obtaining the advisory opinion of the Railway Rates Tribunal except in urgent cases where they may grant the concession and make a reference subsequently to the Railway Rates Tribunal."

Para 76 (Chapter VI).

"We consider that the present practice followed by the Commercial Committee for Interchange, comprising the Chief Commercial Superintendents of the different railway zones, in calling for the views of the Chambers and making their recommendations on the basis of written views received, is not adequate. There is considerable force in the view of President of the Federation of Indian Chambers of Commerce and Industry, that trade and commerce 'should be taken into confidence in discussions' in dealing with questions of classification. It is suggested that the Commercial Committee, while more or less working to the existing procedure, should formally consult and discuss their tentative ideas with the representatives of the Federation of Indian Chambers of Commerce and Industry and the Associated Chambers of Commerce and Industry across the table before making their final recommendations to Government. Even if this somewhat delays the final recommendations of the Commercial

Committee, it will be more than compensated by the useful exchange of informed opinion that will be possible under the revised procedure suggested. This arrangement will, in effect, be not much different from the Standing Committee of the German Federal Railways to which our attention has been specially drawn by the Estimates Committee in their 26th Report."

These recommendations of the R.F.S.E.C. are still under examination.

[Ministry of Rlys. O.M No. 56-B(c)-6,000/
26th Report, Pt. I., dated 2-8-1958.]

34-36 The Committee suggest that suitable simplified procedure should be evolved so as to ensure that a case referred to the Tribunal is disposed of within a period of six months. This will also reduce the number of cases pending at the end of the year. The Committee feel that the headquarters of the Railway Rates Tribunal are too far off and attempts should be made to locate these at some central place easily accessible to all. The Committee also suggest that the feasibility of referring some controversial claims cases to the Tribunal for opinion before proceeding to courts of law might be examined by the Railway Ministry, as the Tribunal's opinion may be valuable in such cases and may save a lot of unnecessary expenditure. The Railway Ministry should examine whether the provisions to refer certain appeal cases to the Tribunal has resulted in better chances of justice and satisfac-

27
The suggestions regarding the procedure to be followed by the Tribunal, additional work to be given to the Tribunal, as well as the observations regarding the location of the Headquarters of the Tribunal have been forwarded to the Railway Freight Structure Enquiry Committee, and final decisions on these suggestions will be taken on receipt of that Committee's Report.

[Ministry of Railways O.M. No. 56-B(c)-6000/
Recommendations (26) dated 22-11-1956].

tion to the employees or whether it has simply resulted in causing abnormal delays in the disposal of cases. The Railway Ministry should also examine whether some other useful work can be entrusted to the Tribunal so that the spare time of the Tribunal can be usefully utilised.

(Further information called for by the Committee).

‘ . . . The procedure of referring certain appeal cases to the Tribunal was introduced with effect from 1-5-1952. Upto the end of April 1956 only 26 cases have been referred to them for advice from all the Railways. On a perusal of the Report received from the Railways, the Railway Ministry are satisfied that the revised procedure has resulted in better chances of justice and satisfaction to the employees. There has been no abnormal delays in the disposal of the cases by the Railway Rates Tribunal. . . .

[*Ministry of Railways O.M. No. 56-B(c)-6000/ Recommendations (26), dated 14-2-1957*]

Please furnish revised comments indicating the extent to which the Committee's suggestions have been accepted.

(*L.S.S. O.M. No. 101-E.C.-II 56, dated 26-5-1958*)

The Railway Freight Structure Enquiry Committee have examined the question of simplifying the rules of procedure of the Railway Rates Tribunal, so that the Tribunal might be an expeditious instrument for adjudication

on Railway freight matters. The suggestions made by the Committee in this regard, such as the adoption of an informal procedure, will be brought to notice of the reconstituted Railway Rates Tribunal, when it is set up in accordance with the provisions of the Indian Railways (Amendment) Act, 1957, so that necessary changes can be made in the rules of procedure of the Tribunal.

As regards the location of the Headquarters of the Tribunal, at central place, the Railway Freight Structure Committee, have not made any recommendation for a change in the Headquarters of the Tribunal. The R.R.T. rules already so provide and the Tribunal have in fact heard a number of cases at stations other than Madras, such as Bombay, Delhi, Calcutta, etc. It is also provided in the R.R.T. rules that complaints may be sent by post to the Tribunal. The location of Tribunal's Headquarters at Madras does not therefore seem to involve any special hardship to the public. Regarding the suggestion for assigning additional items of work to the Tribunal, this will be examined further after the reconstituted Tribunal has functioned for some time.

39-40 The Committee feel that the question of rates for special types of wagons should be very carefully looked into and Railways should ensure that the Railway Rates adequately cover the cost of providing special types of wagons.

The suggestion made has been referred to the Railway Freight Structure Enquiry Committee and the final decision on the suggestion will be taken on receipt of that Committee's Report.

[*Ministry of Railways, O.M. No. 56-B(c)-6000/Recommendations (26), dated 22-11-1956*].

(Further information called for by the Committee).
The revised comments may please be offered.

(*L.S.S. O.M. No. 101-FC-II-56, dated 26-5-1958*)

The suggestion of the Estimates Committee for levy of rates on special types of wagons so as to adequately cover their cost, was referred to the Railway Freight Structure Enquiry Committee for examination. The Committee have not made any definite recommendations in this regard. In para 221 of their Report, the Committee, at first, suggested that the cost involved in providing different kinds of special types of wagons 'should be accepted by railways', but later in their comments on the Minority Notes of M/s Puri and Bhandarkar, who had recommended that the Railway Board should examine the question and prescribe suitable rates for each special type of wagon, the Committee stated that the suggestion made by the Minority Members was a minor matter and could be left to the judgement of the administrative body, *viz.*, the Railway Board.

A preliminary examination on this matter has been made by the Railway Board and the result thereof is given below:—

Type of stock

Whether any special or higher charge is recovered to cover the cost of special types of stock.

(i) Covered motor trucks.

Higher rates are already provided for motor vehicles carried in covered motor trucks than those carried in open wagons. The chargeable rates from 1-10-1958 for motor vehicles carried in covered motor trucks will be Class 140B as against the lower class 130B that will apply to motor vehicles carried in open wagons.

(ii) Tank wagons for the transport of liquids in bulk.

It is considered that sufficient justification does not exist for levying a higher charge on traffic carried in tank wagons than that carried in containers, or for levying a return empty haulage charge on tank wagons.

In countries like U.S.A. and U.K. etc. such higher additional charges are not levied in the case of tank wagons.

In this context, it may further be mentioned that owing to the full carrying capacity loads secured when traffic is carried in tank wagons,

the return per wagon mile is already substantially higher than the wagon-mile return when traffic is carried in containers.

(iii) Well-wagons.

As regards well-wagons, the matter is under examination by the Commercial Committee of the Indian Railway Conference Association.

[Ministry of Railways O.M. No. 56-B(c)-6000/26th Report/Pt. I, dated 1-11-1958.]

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24

The Committee agree with the recommendation of the Railway Corruption Enquiry Committee that for settlement of claims there should be a time-limit of 3 months for a claim relating to local traffic & 6 months for a claim relating to traffic moving on more than one Railway. The Committee further recommend that number of claims cases pending for more than six months on the 31st March, should be shown separately for each Railway in the Annual Report of the Railway Ministry. The Committee also suggest that with a view to expediting the settlement of claims, powers to sanction payment of claims, may be delegated to a greater extent.

82

The recommendation regarding showing claims cases pending for more than 6 months in the Annual Report has been accepted and will be implemented.

As Regards the time-limit for settling compensation claims, these time-limits as targets are already in keeping with the policy followed by the Railway Board. It is not possible, however, to lay them down as absolute limits.

While greater delegation of power for settlement of claims will to some extent result in expeditious settlement, it has to be balanced against need for appropriate scrutiny. Taking into account all aspects it is considered best to

retain the existing delegation of powers which is as follows :—

- (1) Jr. Scale Officers upto Rs. 500/-
- (2) Sr. Scale Officers upto Rs. 1,000/-
- (3) Jr. Adm. Officers upto Rs. 2,000/-
- (4) Ch. Comm. Supdts. upto Rs. 5,000/-

[Ministry of Railways. O.M. No. 56-B(c)-6000
Recommendations (26). dated 17-12-1956].

32

The expenditure incurred on the ticket checking staff appears to be particularly low on the Western Railway and the matter requires to be looked into. Unless the extent of ticketless travelling is found to be particularly low in that area, it would be worth-while strengthening the ticket-checking staff on that Railway.

The Committee suggest that the Railway Ministry should lay down some uniform standards for fixing the strength of ticket-checking staff.

110

As the Estimates Committee have pointed out, the strength of ticket checking staff on any railway is linked with the extent of ticketless travelling found to be prevailing on that Railway.

The first step is, accordingly, the obtaining of a dependable picture of the extent of ticketless travelling that prevails over the various sections of each Railway.

Four special squads working directly under an Officer attached to the Railway Board have recently been organised with a view to obtaining this information. As soon as the results of these checks become available, the entire question of the ticket checking arrangements now in force, including the strength of ticket

checking staff on the various Railways, will be reviewed, and in doing so the remarks of the Estimates Committee in this recommendation will also be borne in mind.

[*Ministry of Railways O. M. No. 56-B(c)-6000/Recommendations (26), dated 24-4-1957*].

(Further information called for by the Committee).

Please state if necessary date regarding the extent of ticketless travel has since been collected and analysed. If so, the steps proposed to be taken may be indicated.

(*L.S.S. O.M. No. O/-EC-II/56, dated 26-5-1958*).



As a result of these investigations it has been con-

cluded that basically the Ticket Checking Organisation on railways does not need to be overhauled on any Railway but that closer and more constant supervision is necessary so as to make the existing machinery more effective. Accordingly, the Railways have been instructed to intensify their efforts on the badly effected sections.

Certain legislative changes are also contemplated to make the existing laws more effective in dealing with ticketless travel.

[*Ministry of Railways O.M. No. 56-B(c)-6000/26th-Report/ Pt. I, dated 26-6-1958*].

The Committee feel that there is still considerable scope for vitalising the activities of the Railways with regard to earnings from the commercial advertisements, especially with a view to popularise the commercial activities in different fields, which are leading to the development of the country as a whole and recommend that the Railways should consider all these aspects and take suitable action to widen the scope of the commercial advertisements on modern lines. The Committee suggest that a modest target of the annual earnings of Rs. 5 lakhs from commercial advertisements should be aimed at by each Railway to begin with.

The recommendation of the Estimates Committee has been generally accepted; but instead of the target of Rs. 5 lakhs for each railway suggested, it is proposed to have a graded target which will appropriately reflect the extent to which the regions served by the different railways are commercially advanced.

[*Ministry of Railways O. M. No. 56-B(c)-6000/Recommendations (26), dated 22-11-1956*].

In order to make the Consultative Committees at various levels more effective than at present, the Committee suggest that a conference of the Members of Zonal Committees be called by the Chairman of the Railway Board, so that they might be able to put forth their points of view and offer suggestions for improving the working of these Committees and enlarging the scope of their activities. The Committee further reiterate their recommendation made in their Nineteenth Report on 'General Administration' that in addition to the Zonal Consultative Committees, as at present constituted, there should be a council of advisers consisting of not more than five individuals to

The Ministry of Railway are unable to endorse the observations of the Estimates Committee to the effect that there is a general feeling that Railway Users' Consultative Committees are of a formal character, as in fact useful action has been taken in a number of directions on the suggestions emanating from Members of such Committees.

As sufficient opportunities are available within the normal working of these Committees at the various levels for consideration of proposals for improving their functioning, it has been considered that there is no need for convening a conference as has been suggested by the Committee.

advise the General Manager in different matters pertaining to the Administration of the Railway and that there should be similar advisory bodies at Regional, Divisional and District levels also.

(Further information called for by the Committee).

Fresh comments regarding second portion of the recommendation may be offered.

* * *

"The Committee further reiterate their recommendation made in their Nineteenth Report on 'General Administration' that in addition to the Zonal Consultative Committees as at present constituted, there should be a council of advisers consisting of not more than five individuals to advise the General Manager in different matters pertaining to the administration of the Railway and there should be similar advisory bodies at Regional, Divisional and District levels also."

(L.S.S.O.M. No. 101-EG-II, 56, dated 26-5-1958)

45 152

The Committee suggest that as an experimental measure it could be made compulsory to give delivery only at home and the

The remaining portion of the recommendation which is a reiteration of their earlier recommendation No. 3 in their 19th Report on General Administration is being dealt with separately.

[Ministry of Rlys. O.M. No. 56-B(c)-6000/ Recommendations (26), dated 7-1-1957]

For the reasons briefly stated in reply to Para. 22 of the Committees report No. 19, the Ministry of Railways consider that there is no need for the setting up of such Council of advisers.

[Ministry of Rlys. O.M. No. 56-B(c)-6000/ 26th Report Pt. I. dated 14-10-1958].

Zonal Railway Users' Consultative Committee and organised Trade & Industry who have been consulted are not in favour of the scheme being

Railways might charge for it. A start could be made with a few cities in consultation with the Chambers of Commerce, and other important bodies, etc. This service might be made compulsory at uniform rates at all the towns with population in excess of a specified limit.

adopted on a compulsory basis. The Ministry of Law have also expressed the view that the system cannot be introduced compulsorily.

In these circumstances the Railway Administrations are being instructed to introduce "Street Delivery System" on an optional basis, at places at which there is adequate demand, to enable consignees to take delivery of their goods at their residences should they so desire.

[*Ministry of Rlys. O.M. No. 56-B(c)-6000 Recommendations (26), dated 11-5-1957*].

(Further information called for by the Committee).

Is the street delivery system introduced in Delhi/New Delhi? If not, is there no demand for the same?

(*L.S.S. O.M. No. 101-EC-II/56, dated 26-5-1958*) [*Ministry of Rlys. O.M. No. 56-B(c)-6000/26th Report/Pt. I, dated 26-6-1958*].

47 168

The Committee fully appreciate the inability of the Railways, in the present context of limited resources to encourage the traffic for Melas but they do feel that in a vast country like India, the Railways cannot afford to ignore altogether the necessity of providing a quick and efficient service to and from these centres of Melas, in spite of the limited resources available, as there are no other cheap alternative means of

This recommendation has been generally accepted.

2. Regarding the provision of special facilities at Mela Centres, the present practice is that adequate permanent, semi-permanent or temporary structures are constructed at Mela centres, depending on the frequency of the Melas and the number of pilgrims expected to visit. Mobile equipment is also used.

transport for the people in general who congregate at these Mela centres. The Committee, therefore, recommend that an efficient organisation of specially trained staff should be built up on each Railway who could efficiently and courageously deal with the problem and the Railways should gradually build up special facilities at Mela centres, during the Second Five Year Plan period.

3. So far as staff are concerned, specially selected staff with the requisite experience are invariably posted on duty for Mela traffic.

A separate exclusive organization for this purpose is not considered necessary, as such staff will not have adequate work all the year round, and there is thus likelihood of wasteful expenditure being incurred. Besides, the present arrangements have been found to be satisfactory.

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197

As the fraudulent use of blank paper tickets on Indian Railways is quite frequent, the Committee suggest that the system of blank card tickets prevalent on the Soviet Railways should be introduced on Indian Railways also.

[*Ministry of Rlys. O.M. No. 56-B(c)-6000/ Recommendations (26), dated 7-1-1957*].

The Soviet system of blank card tickets will entail a lot of difficulties and clerical labour, apart from the heavy cost of printing these tickets instead of the existing type of blank paper tickets which could be used for multifarious purposes and cover journeys of all distances. The proposal has been carefully examined in all its aspects and it has not been found feasible to introduce that system or any variant of that system, on Indian Railways.

[*Ministry of Railways O. M. No. 56-B(c)-6000/ Recommendations (26), dated 20-7-1957*].

(Further information called for by the Committee)

It has not been possible to evolve any variant which can, with advantage, be introduced in place of Blank Paper tickets.

Please state if there is no possible variant which could be suggested in place of Blank Card tickets which are liable to be misused. The filling up of these forms entails considerable delay and the Booking Clerks are generally not willing to spend much time and energy on this.

In the circumstances, steps are being taken :—
(i) to stock printed tickets to as many destinations as possible ;

(ii) to ensure that the staff do not decline to fill up and issue blank paper tickets ; and

(iii) to tighten up the system for prevention of frauds in the use of such tickets.

(L. S. S. O. M. 101-EC-11/56, dated 26-5-1958)

[Ministry of Railways, O. M. No. 56-B(c)-6000/26th Report /Pt. I, dated 26-6-1958.]

56

The Committee suggest that the question of introduction of concessions similar to the family concession system prevalent on the French Railways might be considered by the Railway Ministry.

198

In view of the present overcrowding in trains and the Railways' inability to cater for all the passenger traffic that will be offering during the Second Five Year Plan, it is considered that the present time is not opportune for encouraging any travel by granting family concession.

57

[Ministry of Rlys. O. M. No. 56-B(c)-6000/Recommendations (26), dated 17-12-1956].

199

The Committee suggest that the Railway Ministry may examine the feasibility of employing suitably trained blind men as enquiry clerks in the telephone enquiry offices as is done on the Feder-

The employment of blind men as Enquiry Clerks in the Telephone Enquiry Offices is not considered feasible as the clerks in Enquiry Offices have to post themselves with upto-date

at German Rlys. Incidentally, the Committee also suggest that the Enquiry Offices should be located at a place easily accessible to the third class passengers and that enquiry clerks in these offices should be given lessons in Public Relations.

information from circulars and books on a number of subjects, such as train-timing, fares, special rules, etc.

The Estimates Committee's recommendation in regard to employment of blind men has therefore been accepted in a partially modified form, in that it has been decided to appoint blind persons on trial basis as Receptionists in the Headquarters Offices of a Zonal Railway, instead of as clerks in telephone Enquiry Offices.

2. The Estimates Committee's recommendation for Enquiry Offices to be located at a place easily accessible to the third class passengers is in keeping with the policy of the Railway Board and has been forwarded to the Railway Administrations for guidance.

3. The recommendation that clerks in the Enquiry Offices be given lessons in Public Relations has been accepted and Railway Administration have been asked to implement it.

[Ministry of Railways, O. M. 56-B(c)-6000/ Recommendations (26), dated 7-1-1957].

(Further information called for by the Committee)

Please state in how many cases the Railways have located Enquiry Offices at a place easily accessible to the third class passengers.

(L. S. S. O. M. No. 101-EC-II/56, dated 26-5-1958).

Railway	No. of places where Enquiry Offices have been located at places easily accessible to third class passengers
North-east Frontier	3
Southern	12
Eastern	10
North Eastern	14
Western	19
Northern	30
South Eastern	5
Central	16

[Ministry of Railways O. M. No. 56-B(c)6000/
26th Report / Pt. I, dated 2-9-1958.]

CHAPTER IV

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

S. No. (as in Appendix VI to the 26th Report)	Reference to Paragraph No. of the Report	Summary of Recommendations /Conclusions	Government's reply	Comments of the Committee
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10 46-47 The Committee feel that there is a case for investigation as to what extent, if any, the air-conditioned class or the first class is being subsidised by other classes. The Committee, therefore, recommend that the capital cost of various classes of Rolling Stock should be worked out and then the earning compared with the capital

The Committee regret to note that the Ministry have not been able to take decision on this recommendation even after two and a half years (since presentation of this Report) and hope that their decision will be communicated to them without any further delay.

cost of stock, interest, maintenance and depreciation charges thereon and the cost of haulage per vehicle. Indian Railways should develop a system of accounting and analysis which would enable them to ascertain, with a fair measure of accuracy, the costs of various services and the average and dependent cost of haulage of different commodities. This knowledge will be of considerable use in working out goods tariffs from time to time.

The Committee agree with the observations of the Railway Corruption Enquiry Committee, that all the causes which greatly contribute to a rise in the incidence of claims on Railways are known to the Railway and Police Administrations. What is, therefore, required is a determined effort on the part of the Railway and Home Ministries to implement the suggestions made by Sarvashri A. A. Brown and B. N. Mullick with vigour to bring about a substantial reduction in the claims bills of the Railways.

The suggestion made by Saravashri Brown and Mullick have been brought to the notice of the Railways and all round action is being taken to bring about a substantial reduction in claims.

The recommendation regarding special checks by Members of Consultative Committees for prevention of claims has not been accepted as it has not been considered quite desirable to invest such non-official Committees with executive functions of this nature.

The Committee suggest that the cooperation of the members of the various Consultative Committees would be sought with a view to exercising spot checks to see that the various measures taken by the Administrations for prevention of claims are being pursued vigorously on an adequate scale.

[*Ministry of Rlys. O.M. No. 56-B(c)-6000/Recommendations (26), dated 17-12-1956*].

The Committee further recommend that the responsibility for the breakage or loss due to rough handling should be properly fixed and in the case of loss due to the negligence of the labour of contractors, they should be held responsible for the same and debited with the amount of loss suffered.

The Committee notice that there is a gradual rise in the number of claims and the amount of compensation paid for goods

The recommendation has been accepted and instructions have been issued to the Railways to take suitable action in accordance with the recommendation.

[*Ministry of Rly. O.M. No. 56-B(c)-6000/Recommendations (26), dated 17-12-1956*].

The Ministry have been asked to intimate the number of cases of negligence proved and dealt with during the past two years or so. Their reply is still awaited.

damaged by wet. The Committee recommend that Railway should pay more attention to this aspect. Defective wagons must not be used for carrying commodities likely to be damaged by rain water, particularly during the monsoons. Further, attempts should be made to plug small holes in the roof and panels of wagons by using suitable substance before such wagons are used or arrangements for temporary repairs of leaky wagons should be made before loading commences.

The Committee recommend that sub-Committees of the Zonal Consultative Committee as on the Eastern Railway should be appointed on other Railways also for examining the claims work on the Railways and to offer suggestions for improvement. The Committee have no doubt that the association of Non-official element in solving the difficult problems facing the Rlys. will be considerably facilitated by such association, leading to better appreciation

The Claims position on the railways on which it was not examined by *ad-hoc* committees *i.e.*, on the Central, Western, Northern and Southern Railways is relatively far more satisfactory. Further the Zonal Committees of these railways have not suggested the formation of any such *ad-hoc* committees. In the circumstances, the recommendations for the formation of Sub-committees of the Zonal Railways Users' Consultative Committees for examining the claims works on all railways,

of each other's point of view and evolving solutions advantageous to all concerned, including the administration.

similar to the committee which functioned on the Eastern Railway and as also functioned over the North Eastern Railway, has not been accepted.

However, copies of the Reports of the Claims Sub-Committee of the Eastern Railway's Zonal Consultative Committee have been forwarded to other Railways for information and adoption of such items as they may consider desirable and necessary.

[*Ministry of Rlys. O.M. No. 56-B(c)-6000/Recommendations (26), dated 14-2-1957*].

85

The Committee also recommend that the firms of Consultants from whom legal advice is being taken by the Railways should, as far as practicable, be Indian firms.

The recommendation has been noted. The firms of solicitors are either registered in India or are such as have a fair Indian interest in them.

[*Ministry of Rlys. O.M., No. 56-B(c)-6000/Recommendations (26), dated 14-2-1957*].

The Ministry have been asked to state why firms of solicitors with 100% Indian interest cannot be employed on all the Railways without exception. Reply is still awaited.

27(a)

The Committee suggest that at a terminal station, all the compartments of the incoming trains should be carefully checked by some responsible Railway official such as T.T.E. guard or conductor and any unbooked articles found should be deposited with the Station Master. Such articles should be kept for a period not less than seven days before being transferred to the Lost Property Office. In case of big Stations where Left Luggage Offices are provided, a separate counter should be earmarked for storing such articles to facilitate the tracing of the same by the rightful owners.

The recommendation for careful check to be made of compartments and for the unbooked articles found to be kept at the station concerned for not less than 7 days before their transfer to the Lost Property Office has been accepted and forwarded to Railway Administration for implementation.

The Committee's recommendation for the provision of a separate 'Counter' for storing lost articles has not been accepted as it is apprehended that this may lead to false claims which it may not be possible to verify and decline.

[Ministry of Rlys. O.M. No. 56-B(c) 6000/Recommendations (26), dated 7-1-1957].

Please see para 3 of Chapter I.

27(b)

The Committee feel that even after making allowance for the volume of work involved the strength in the Lost Property Office of the Eastern Railway appears to be considerably higher and recommend that a detailed job analysis should be

The recommendation has been accepted. Investigations have been taken in hand as recommended by the Estimates Committee.

The Ministry have been asked to furnish the result of investigation. Reply is still awaited.

[Ministry of Railways O.M. No. 56-B(c)-6000/Recommendations (26), dated 22-11-1956].

made with a view to reducing the strength suitably. Feasibility of laying down uniform and specific standards for providing the staff in the Lost Property Office might be examined.

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The Committee also agree with the recommendations of the Railway Corruption Enquiry Committee that a consultative Committee should be constituted at every District and Divisional Headquarters and also at important industrial centres. The Committee were glad to learn that Consultative Committees were being constituted at important industrial centres. They hope that the Consultative Committees will be set up at District and Divisional Headquarters also without undue delay. The Committee suggest that the Consultative Committees might be set up at important political centre also.

This recommendation has not been accepted as it is considered that the existing provision for Railway Users' Consultative Committees at the Regional and the Railway levels and for Station Consultative Committees at important industrial or commercial centres adequately meets requirements.

The Committee consider it desirable that, in a democratic set up, there should be close association of non-official elements at various levels of administration. They, therefore, reiterate their earlier recommendation.

[Ministry of Railways O.M. No. 56-B(c)-6000/Recommendations (26), dated 7-1-1957].

In regard to the constitution of the Consultative Committees, the Committee have the following suggestions to offer :—

(i) The Regional/Divisional/District Consultative Committees should include one representative each of the Govts. of the States and one each of the Legislatures of the States served by the Region/Division/District.

(ii) One representative of the Port Trust (Bombay, Calcutta and Madras) is included in the Zonal Consultative Committee of the Railway concerned. Similarly, the representative of the Advisory Committee, Kandla Port, Vizag Port and the group of intermediate ports should also be included in the Zonal Committees of the Rlys. concerned.

(iii) Persons are appointed in the National Consultative Councils to represent coal,

(1) The recommendation of the Estimates Committee for Regional/Divisional Railway Users' Consultative Committees to include one representative each of the Govts. of the States and one each of the Legislatures of the states covered by the Region Division concerned, has not been accepted, as it is felt that at the level of these Committees what is required is a compact wellknit body of providers and users of railway transport in direct association with each other.

Furthermore, the recommendation involves a substantial increase in the membership of these Committees and if accepted, would make these unwieldy.

NOTE :—It may be mentioned that there are not District Railway Users' Consultative Committees.

Representatives of the State Governments and State Legislatures are on the Zonal Rly. Users'

The Committee are not satisfied with the reply of the Ministry and reiterate that the recommendation may be carried out in its entirety. Reference is also invited to their observation against the serial No. 41 above.

iron and steel, jute and cotton industries. Similarly, a representative of the salt industry should also be included.

(iv) The tenure of appointment to the National Consultative Council should be uniformly] two years.

consultative Committees of the Railways, which is considered the appropriate level for their representation.

(ii) The recommendation of the Estimates Committee for a representative of the Kandla and Vizagapatam Ports to be included in the appropriate Zonal Railway Users' Consultative Committee has been accepted and is being implemented.

The recommendation of the Committee for representation to be accorded to group of intermediate ports on the Zonal Railway Users' Consultative Committee concerned has not been accepted, as it is felt that these ports are adequately represented by the local Government's representative.

(iii) The Estimates Committee's recommendation for representation to be accorded to Salt Industry

on the National Railway Users' Consultative Council has not been accepted, as it is considered that the transportation problems of this industry are comparatively simpler, in relation to the problems of such as the Sugar Industry, which have not been accorded separate representation on the National Railway Users' Consultative Council.

These industries are generally constituents of the Federated Chambers of Commerce and the Associated Chambers of Commerce which are at present being given a seat each on the National Railway Users' Consultative Council.

To give each industry a seat will, it is considered, make the council unwieldy.

(iv) The recommendation of the Estimates Committee for the tenure of appointment to the National Railway Users' Consultative Council to be uniformly two years has not been accepted, as it is considered that the present practice whereby Members of Parliament and a representative of the Coal Industry are appointed

for a period of one year is better suited to represent the various interests in the Parliament and the Coal Industry.

NOTE:—With the exception of a Members of Parliament and the Representative of the Coal Industry the tenure of National Railway Users' Consultative Council is already uniformly two years.

(Ministry of Railways O. M. No. 56-B(c)-6000/Recommendations (26), dated 7-1-1957).

48(b) 172(b) The Committee suggest that the notes regarding places of interest should be included in the Time Table and Guide of every Railway. The Railway Ministry might also publish a booklet of places of interest in India giving a description of places and buildings etc. worth visiting, the distances of places from the nearest Railway Station etc. This booklet should be available

The Estimates Committee's recommendation for notes regarding places of interest to be included in the Time-Table and Guide of every Railway has not been accepted on the considerations that:

(i) it will add to the cost and size of these publications.

(ii) It may delay the issue of Time Tables; and

at all Railway Book-stalls at as low a prices as possible. The several booklets on selected places of interest published by the Government of India should also be made available for sale at all the Railway Book-stalls.

(iii) Only a fraction of purchasers of Time Tables are normally interested in notes on places of interest.

In this context it may be stated that Railways have already brought out small pamphlets, both in English and in regional languages, available for sale to the public at a nominal price, which furnished useful information and descriptive notes about places of interest on the Railway.

2. Regarding the Estimates Committee's recommendation for the Railway Ministry to publish a booklet of places of interest in India the position is that such booklets and allied literature is already being brought out by the Ministry of Transport.

In the circumstances, it is not considered necessary for the Railway Ministry should also publish a booklet separately as has been suggested, apart from the "Notes on places of interest" referred to in paragraph 1.

3. The Estimates Committee's recommendation for Government literature of Tourist interest to be made available at Railway Book-stalls is in keeping with the policy of the Railway Board and necessary instructions to this effect have already been issued to Railway Administrations.

(Further information called for by the Committee).

Please state whether the booklets of places of interest in India published by the Ministry of Transport are shown to the Ministry of Railways and suggestions invited. Please also state if any necessity to add anything in these booklets was felt by the Ministry of Railways in order that these could become more attractive and useful from the point of view of the latter.

(L.S.S. O.M. No. 10/EC-II/56, dated 26-5-1958).

(Ministry of Railways O.M. No. 56-B (c)-6000/Recommendations (26), dated 7-1-1957).

These booklets are not shown to the Ministry of Railways by the Ministry of Transport and Communications before publication; nor has any necessity been felt to add anything to these booklets.

(Ministry of Railways O.M. No. 56-B (c)-6000/26th Report/Pt. I., dated 26-6-1958).

The Committee are not satisfied with the reply of the Ministry and suggest that their recommendation may be carried out in the interest of the Railways and the public.

- 51 183 The Committee have carefully studied the Report of the Railway Corruption Enquiry Committee which is as rightly stated by the Railway Minister in his budget speech this year, a valuable document with plenty of information and concrete and helpful suggestions. The Committee have no doubt that implementation of the recommendations of this Committee will go a long way in the eradication of the evil of corruption. The Committee appreciate the vigorous action taken by the Railway Ministry on the report of the Kripalani Committee and suggest that many of the recommendations of that Committee might, with advantage, be implemented by other Ministries also with minor modification to suit local conditions.
- 53 190 The Committee recommend that in order to meet the requirements of suitable supervisory staff in the Commercial Department to effectively deal with the increased traffic under the Second Five-Year Plan, the Railway Board
- The Ministry of Home Affairs have been requested to offer their comments as to the action taken on this recommendation. Their reply is still awaited.
- The Ministry of Home Affairs have been furnished with a copy of the Report requesting that the Estimates Committee of the Lok Sabha Secretariat may be advised directly of the action taken in the matter.
- (Ministry of Railways O.M. No. 56-B (c)-6000/Recommendations (26), dated 14-2-1957).
- The Committee had made this recommendation for positive action to be taken by the Ministry, because in spite of the existence of legal provisions the malpractice
- Necessary provision already exists in the Indian Railways Act vide sections 58 and 106. The need for tightening up the machinery to enforce these rules has been stressed on the Railways.

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should formulate a scheme for recruitment of Commercial Apprentices for each Railway with the minimum qualification of a University degree, as done for the recruitment of "Traffic Apprentices" and give them an all round intensive training in various commercial matters.

The Committee suggest that the question of providing a drastic penalty for deliberate misdeclaration of goods might be examined by the Railway Ministry.

(Ministry of Railways O.M. No. 56-B (c)-6000/Recommendations (26), dated 17-12-1956).

of misdeclaration continued on the Railways. They, therefore, suggest that it should be examined whether any additional steps are needed to check this malpractice.

NEW DELHI ;
The 12th December, 1958.

BALVANTRAY G. MEHTA,
Chairman,
Estimates Committee.

APPENDIX I

Analysis of the action taken by Government on the recommendations contained in the 26th Report of the Estimates Committee (First Lok Sabha)

1. Total number of recommendations made	59
2. Recommendations accepted fully by Government	
No.	36.5
Percentage to total	61.9%
3. Recommendations accepted by the Government partly or with some modifications	
No.	7
Percentage to total	11.8%
4. Recommendations not accepted by Government but replies in respect of which have been accepted by the Committee	
No.	5
Percentage to total	8.5%
5. Recommendations not accepted by Government and being pursued by the Committee (including those which are still under consideration by Government)	
No.	10.5
Percentage to total	17.8%

<i>Agency No.</i>	<i>Name and Address of the Agent</i>	<i>Agency No.</i>	<i>Name and Address of the Agent</i>
40.	Friends Book House, M. U. Aligarh.	46.	Hindustan Diary Publishers, Market Street, Secunderabad.
41.	Modern Book House, 286, Jawahar Ganj, Jabalpur.	47.	Laxami Narain Agarwal, Hospital Road, Agra.
42.	M. C. Sarkar & Sons (P) Ltd., 14, Bankim Chatterji Street, Calcutta-12.	48.	Law Book Co., Sardar Patel Marg, Allahabad.
43.	People's Book House, B-2-829/1, Nizam Shahi Road, Hyderabad Dn.	49.	D. B. Taraporevala & Sons Co. Private Ltd., 210, Dr. Naoroji Road, Bombay-1.
44.	W. Newman & Co. Ltd., 3, Old Court House Street, Calcutta.	50.	Chanderkant Chiman Lal Vora, Gandhi Road, Ahmedabad.
45.	Thackar Spink & Co. (1938) Private Ltd., 3, Esplanade East, Calcutta-1.	51.	S. Krishnaswamy & Co., P.O. Teppakulam, Tiruchirapalli-1.
		52.	Hyderabad Book Depot, Abid Road (Gun Foundary), Hyderabad.