

**ESTIMATES COMMITTEE  
1957-58**

**EIGHTEENTH REPORT**

**(SECOND LOK SABHA)**

**ACTION TAKEN BY GOVERNMENT ON THE RECOMMENDATIONS  
CONTAINED IN THE NINETEENTH REPORT (FIRST LOK SABHA)  
OF THE ESTIMATES COMMITTEE ON THE MINISTRY OF RAIL-  
WAYS - GENERAL ADMINISTRATION.**



**सत्यमेव जयते**

**LOK SABHA SECRETARIAT  
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## CORRIGENDA

to

Eighteenth Report of the Estimates Committee on action taken by Government on the recommendations contained in the 19th Report (first Lok Sabha) of the Estimates Committee on the Ministry of Railways - General Administration

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Contents. III. *delete* the words *and are being pursued*

Introduction, para 2 line 4 *read* 19th October *for* 17th October

Introduction, para 4, line 2 *read* Nineteenth *for* Eighteenth

Page 6, recommendation 18, col 3, line 1 *delete* *and after* *pro*

Page 27, recommendation 6, col 3, line 10, *read* would *for* could

Page 39, Appendix I, col 5 *against* Baroda Dm *read* 288.1 *for* 280.1

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## MEMBERS OF THE ESTIMATES COMMITTEE, 1957-1958

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Shri H.N. Trivedi -	<i>Deputy Secretary</i>
Shri R.P. Kaushtik -	<i>Under Secretary</i>

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\* Ceased to be a member of the Committee with effect from the 2nd April, 1958.

## INTRODUCTION

I, the Chairman of the Estimates Committee having been authorised by the Committee, present this Eighteenth Report of the Estimates Committee of the Lok Sabha on action taken by Government on the recommendations contained in the Nineteenth Report of the Estimates Committee of the First Lok Sabha.

2. The Nineteenth Report of the Estimates Committee was presented to the House on the 21st February, 1956. The Government furnished their replies indicating action taken on the recommendations/conclusions in this report between the 17th October, 1956 and the 11th February, 1957. The Ministry was requested to furnish clarification on certain points arising out of their replies. The replies (including replies to points for further clarification) were examined by the sub-Committee of the Estimates Committee on the 13th March, 1958. This report includes the replies of the Ministry to the original recommendations of the Committee as well as replies to the points for clarification.

3. The Report has been divided into four Chapters

- I. Report
- II. Recommendations that have been accepted by the Government.
- III. Replies of the Government that have been finally accepted by the Committee.
- IV. Replies of the Government that have not been finally accepted by the Committee and are being pursued.

4. An analysis of the action taken by the Government on the recommendations contained in the Eighteenth Report is given at Appendix II.

New Delhi,  
*The 18th April, 1958*

BALVANTRAY G. MEHTA  
*Chairman*  
Estimates Committee.

## CHAPTER I

### REPORT

In para 33 of the Nineteenth Report, the Committee stated that (i) the headquarters of the Western Railway should be situated at a station served by both metre gauge and broad gauge and (ii) till the question of shifting of headquarters was finally decided, the senior Deputy General Manager should be posted at a station on the metre gauge, for instance, Ahmedabad or Ajmer and he should be in overall charge of the metre gauge section. The Ministry of Railways have replied that for several reasons it is not possible to shift the headquarters of the Western Railway from Bombay to a station served by both metre gauge and broad gauge. The Ministry have further added that it has been decided to introduce the divisional system on this Railway rather than to create a sub-zone for the metre gauge portion under the charge of a Senior Deputy General Manager. *The Committee, while appreciating the reasons advanced for retaining the headquarters of the Western Railway at Bombay, feel that the question of shifting the headquarters should be kept open and considered at some suitable time in future. Regarding their suggestion about the posting of the Senior Deputy General Manager in the meanwhile, the Committee feel that even with the introduction of Divisional system on the metre gauge portion of the Western Railway, the posting of the Senior Deputy General Manager in that area will be desirable as the Divisional Superintendents would not have all the powers for the running of the section and frequent references will have to be made to the headquarters at Bombay.*

2. In para 34 of the Report, the Committee suggested that the Senior Deputy General Manager of the Southern Railway should be posted at a station more centrally situated on the metre gauge who should be in overall charge of the metre gauge

section. In reply, as in reply to para 38, the Ministry have stated that the introduction of divisional system of working on this railway is considered the best solution of the problem for the present rather than creating a sub-zone for the metre gauge under the charge of a Senior Deputy General Manager. *The Committee re-iterate their original recommendation because they feel that even with divisionalisation, the posting of the Senior Deputy General Manager at a station centrally situated on the metre gauge would be desirable for the reasons given in preceding para.*

8. In para 38 of their Nineteenth Report, the Committee had drawn attention to the following three main advantages of the divisional system of organisation:

- (i) In the case of any difference between Divisional Officers, there is a superior Officer on the spot available to decide the issue in question;
- (ii) A Divisional Superintendent is a sufficiently Senior Officer and is, therefore, in a position to take quick decisions on the spot, instead of referring every matter to the Head Office. This tends to expedite the work; and
- (iii) The Divisional Superintendent is in overall charge of management of the area under his jurisdiction. He is more or less like a General Manager of his area. There is, therefore, greater scope for delegation of powers.

In view of the above advantages in favour of the divisional system and in view of the increasing complexity of problems that have to be tackled by the Railways, the Committee had suggested in para 39 that the divisional system should be introduced on all Indian Railways, and that the process of divisionalization should be expedited.

In this connection, the Railway Minister, in his Budget



speech for the Budget for 1956-57 had observed as under:-

‘Experience of the working of the Regional set-up and the prospects of substantial development in traffic and workload in the coming years have indicated the need for unified control of each area which is a feature of the Divisional pattern as obtaining on the Northern and Eastern Railways. Under this pattern, each Railway system is divided into territorial units of suitable size, the general administration of which is entrusted to a Divisional Superintendent, who functions in his sphere more or less as the General Manager does for the entire Railway. It is proposed to introduce this organisational change shortly on the Central Railway, to be extended thereafter to the Southern, Western, North-eastern and South-eastern Railways. It is hoped that this change will ensure fuller co-ordination and greater efficiency’

In reply to their suggestion in para 39, the Committee were informed, ‘The Divisional System is already in existence on the Eastern and Northern Railways and the Board have decided to introduce it on the remaining five Railways as well.’ The Committee were, therefore, surprised to learn that this earlier decision to introduce divisional system on the North-eastern and South-eastern Railways had been reversed. The Committee have carefully gone through the arguments adduced in favour of the reversal of the earlier decision. *While appreciating that it may not be convenient to introduce the divisional system on the North-Eastern and South-Eastern Railways immediately because of the local conditions obtaining there, the Committee are of the view that the pattern of administration on these two Railways also should, in due course, fall in line with what is obtaining on other Railways (namely, the divisional system).*

## CHAPTER II

### RECOMMENDATIONS THAT HAVE BEEN ACCEPTED BY THE GOVERNMENT

S.No. (as in the Appendix IV to the 19th Report)	Reference to para No. of the Report.	Summary of Recommendations/ conclusions	Government's reply
1	2	3	4
1	20	<p>The Committee feel that with less than three months left to launch the Second Five Year Plan, any radical change in the Central Controlling Authority of the Railways will have far reaching repercussions and will adversely affect the progress of the Plan. The Committee, therefore, do not suggest any radical change of this nature.</p>	<p>The Committee's observations are not ad.  (Ministry of Railways O.M. No. 56-B(C)-9000/Recommendation(19) dated 29.11.1959).</p>
2	21	<p>The Committee feel that consultations between the various Ministries and the Ministry of Railways should not necessarily result in abnormal delays. A special watch by the Organisation and Methods Division over the cases requiring prior consultation</p>	<p>Accepted. The O &amp; M Division of the Railway Board has already devised a procedure for watching and minimising delays in inter-ministerial correspondence.</p>

with other Ministries will go a long way in minimising delays.

(Ministry of Railways O.M. No. 56-B (C)-4000/Recommendation(19) dated 19.10.1956)

8. 32

The Committee understand that a Regional Superintendent in overall charge of the Pandu Region of the North-Eastern Railway has recently been provided and hope that he will be given sufficiently wide powers to take decisions on the spot without having to make frequent references to the Head Office at Gorakhpur. Only the questions of broad policy should be left to the General Manager at Gorakhpur.

This recommendation has been implemented from 21.9.1955, subject to any modification that may be necessitated by the introduction of the Divisional system on this Railway.

(Ministry of Railways O.M. No. 56-B(C)-4000/Recommendation(19) dated 19.10.1956).

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As the Metre Gauge portions of other Railways are comparatively less, no special machinery for them appears to be necessary at this stage. If, however, later, as a result of substantial increase in the work load on the Metre Gauge portions due to the increased activity in the areas concerned during the Second Five Year Plan, it becomes necessary, there should be no hesitation in providing additional

This does not call for any action at the moment.

(Ministry of Railways O.M. No. 56-B(C)-4000/Recommendation(19) dated 19.10.1956).

high level supervision till the question of revision of railway zones is decided.

13 40

The Committee understand that there is a proposal to convert the four districts of the Western Railway, *vis.* Jamnagar, Junagarh, Bhavnagar and Abu Districts into two divisions each having more than 900 miles of jurisdiction, which would be rather unwieldy. The Committee are of the opinion that these four districts should be converted into at least three divisions. Subject to other considerations such as the number of stations, number of staff, volume of traffic handled etc., the normal size of a division should be in the region of 500 to 700 miles and not more.

*(Further information called for by the Committee)*

Please furnish particulars such as mileage, sections and work load on each of the 8

It has since been decided to divide the Western Railway into 8 Divisions instead of 7 as originally proposed. This decision has been taken after very careful consideration of all factors involved. The eighth division will have its headquarters at Radam. As regards the M.G. Divisions, their jurisdictional limits have been determined, as already stated, with due regard to all relevant considerations.

(Ministry of Railways O.M. No. 56-B(C) 4000/Recommendation(19) dated 19 10 1956)

A statement showing the route mileage of the various divisions of Western

divisions of the Western Railway.

(L.S.S. O.M. No. 97-EC.II/54 dated  
30.9.1957)

Railway is appended below:-

<i>Division</i>	<i>Route Miles</i>
1. Bombay	395.25
2. Baroda	872.00
3. Ratlam	823.00
4. Kotah	747.50
5. Ajmer	665.50
6. Jaipur	786.00
7. Rajkot	901.00
8. Bhavnagar	989.00

No attempt has so far been made to calculate precisely the workload of each of these eight divisions. However, the statistics of daily average loading and daily train miles for the two recent periods *vide* Annexure I\* could be taken as a rough guide for ascertaining the workload of Operating Department).

(Ministry of Railways O.M. No. 56-  
B(C) 6000/Recommendation(19)  
dated 27.11.1956)

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\* Annexure I is reproduced as Appendix I to this Report

14 The Committee are in entire agreement with the observations of the Railway Corruption Enquiry Committee that the existing jurisdiction assigned to different categories of Inspectors is in many cases excessive, and should, therefore, be suitably revised.

Railways have been asked to review the position regarding jurisdiction of Inspectors so as to reduce the jurisdictions where considered necessary to enable efficient and intensive supervision.

(Ministry of Railways O.M.No.56-B(C)-5000/Recommendation (19) dated 29-11-1956)

15 42 Considering the gigantic programme of expansion and development of the Railways in the Second Five Year Plan, the Committee are of the opinion that problems of Railway Ministry to be handled at the Ministerial level will be of such a magnitude as to demand full and undivided attention of the Minister assisted by at least one or two competent lieutenants. The Committee, therefore, recommend that the Transport Ministry should be separated from the Railway Ministry and placed under the charge of a separate Minister for Transport.

Noted.

(Ministry of Railways O.M.No.56-B(C) 5000/Recommendation(19) dated 29-11-1956)

16 43 The Committee recommend that the periodical meetings should be held by the Railway Board at

It has already been decided that the Board will have two regular meetings

regular intervals with the General Managers of all Railways with a view to ensuring better co-ordination. The Committee also recommend that the Chairman and the Members of the Railway Board should undertake frequent tours to enable them to study important problems on the spot, give their advice to the General Managers and Heads of Departments and to keep contact with the representatives of the Trade and Industry and the general public and appreciate their difficulties.

*(Further information called for by the Committee)*

Please furnish comments on the second part of the recommendation regarding frequent tours by the Members of the Railway Board.

(L. S. O. 1 No.97-EC-II/55 dated 30.9.1957).

every year with the General Managers.

(Ministry of Railways O.M.No.56-B(C)  
5000/Recommendation (19) dated  
19-10-1956)

o

After the Board was strengthened by the appointment of five Additional Members with effect from 26.6.1956, the Chairman, Financial Commissioner and the Members of the Railway Board have been able to undertake more frequent tours than before to study important problems on the spot and also give benefit of their advice to the General Managers and Heads of Departments. The Board Members, between themselves, were 507 days on tour during one year from August 1956 to July 1957, as compared to 272 days during May 1955 to

April, 1954. During these tours discussions were also held with the representatives of trade and industry.

(Ministry of Railways O.M. No.54-B(C)-6000/19th Report/Pt.I. dated 22-4-1954)

19 46 The Committee do not see any special justification for the retention of Vizag Port under the management of the Railway Ministry and they recommend that it should be handed over to the Ministry of Transport.

The control of the Vizagapatam Port has been transferred to the Ministry of Transport with effect from 1-10-1954.

(Ministry of Railways O M. No.54-B(C)6000/ 15 Recommendation No.(19) dated 19.10.1954).



CHAPTER III

REPLIES OF THE GOVERNMENT THAT HAVE BEEN ACCEPTED BY THE COMMITTEE

S.No. (as in the Appendix IV of the 19th Report)	Reference to para No of the Report	Summary of Recommendations / conclusions	Government's reply
1	2	3	4
4	23	<p>In order to control and direct the huge expenditure that would have to be incurred in the Second Five Year Plan and to ensure that proper results are achieved, the Committee are of the opinion that the Railway Board should be strengthened by one additional Member. He should be a Member (Civil Engineering), for which the Chairman Railway Board is at present in charge. The Committee feel that this work should be assigned to a separate Member and the Chairman should be free to co ordinate the work of various Members and to advise the Minister on policy matters. He should also be in charge of the</p>	<p>After a very careful examination of the matter, it was decided that the twin objectives of maintaining the Board as a body of compact size and at the same time providing a strengthening of the organisation at a high level, to enable supervision to be exercised on and directions issued to Railway Administrations in respect of the additional volume of work that will have to be handled, can be achieved by the addition to the organisation of Officers of the pay and status of General Managers of Railways who should, in consonance with the set up of the Railway Board, be designated as 'Additional Members'. Five Additional Members have accordingly been</p>

**Planning Section of the Railway Board and the Efficiency Bureau.**

appointed with effect from the 28th June, 1956.

(Ministry of Railways O.M. No. 56-B/C)  
6000/ Recommendation (19) dated  
29.11.1956)

5            34            The Committee would also suggest that the question of assigning the work of day-to-day administration and co-ordination to a separate wing in the Railway Board's office might be considered with advantage. This would leave greater freedom to the Members of the Railway Board to give more prompt attention to matters of policy. This can be achieved only, if some of the Directors concerned in the Board's office are given the status of the General Managers so that they can direct the activities of the General

After a very careful examination of the matter, it was decided that the twin objectives, of maintaining the Board as a body of compact size and at the same time providing a strengthening of the organisation at a high level, to enable supervision to be exercised on and directions issued to Railway Administrations in respect of the additional volume of work that will have to be handled, can be achieved by the addition to the organisation of Officers of the pay and status of General Managers of Railways, who

Managers, give them necessary technical advice and co-ordinate their work effectively without making frequent references to the Members of the Railway Board.:

should, in consonance with the set-up of the Railway Board, be designated as 'Additional Members', Five 'Additional Members' have accordingly been appointed with effect from the 25th June, 1956.

(Ministry of Railways O.M. No.56-B(C)  
6000/Recommendation (19) dated 29.11.1956)

(Further information called for by the Committee)

Please state the functions assigned to the Additional Members of the Railway Board appointed in June, 1956 *vis-a-vis* the Members of the Board and the general effect thereof on the work of policy making and its execution. Please also state if any posts of Directors have been retrenched as a result of the creation of the new posts of Additional Members.

(L.S.S. O.M.No.97-ECII/56 dated  
24-3-1956)

Briefly, the five Additional Members of the rank and status of General Managers of Railways, appointed in June 1956, have been given charge of the following:-

- (i) Additional Member(Works) - Major Civil Engineering Works & Electrification of lines;
- (ii) Additional Member (Mechanical) - Remodelling and expansion of Mechanical Workshops and production units;

- (iii) Additional Member (Commercial) - Commercial matters;
- (iv) Additional Member (Finance) - Accounts, with particular emphasis on expenditure in respect of works in the Second Five Year Plan, Budget and Planning;
- (v) Additional Member (Staff) - Recruitment and training of staff, sanction of gazetted posts on Railways, Discipline and Appeal Rules, Pay Scales, Co-operative Societies.

The Additional Members have the full authority of Members of the Board in the subjects allotted to them, to issue directions to Railways and ordinarily deal with the Minister direct. They do not ordinarily attend meetings of the Board but attend such meetings by invitation when subjects

relevant to their portfolios come up for discussion.

With the creation of the posts of Additional Members, the following two permanent posts of Directors have been held in abeyance with effect from 25.9.1956:-

- (1) Director, Traffic (General).
- (2) Director, Finance (Accounts).

(Ministry of Railways O.M. No. 56-B(C) 6000/  
19th Report/pt. I dated .22.4.1958)

7 29-30 The Committee suggest that the question of appointing a high power technical committee to study the problem of the reorganisation of Railway Zones from all aspects and to make suitable recommendations, be re examined by the Railway Ministry.

This recommendation to appoint a High Power Technical Committee to study the problem of reorganisation of Railway Zones has already been dealt with by the Minister for Railways in reply to debates in Parliament on more than one occasion and it has been held that the appointment of such a Committee is not considered necessary. The administrative or the organisational set-up of the Railways cannot remain absolutely static, particularly,

The Committee would also suggest that at least one non-official member with considerable experience in business should be associated with the high power technical committee. The technical Committee will have to examine the entire question of reorganisation of railway units dispassionately based on certain fundamental principles, i.e.,

- (i) No person should be called upon to carry a charge bigger than he can effectively control and administer;
- (ii) Contact between the Administrative Officers and the Executive and the Staff under their command should be close and effective;
- (iii) More especially, Supervisory Officers, should have time at their disposal for 'thinking'.

when the economy of the country is expanding. The desirability of making suitable changes, as may be considered necessary from time to time, is recognised. The principles mentioned in the recommendation, however, are being borne in mind while finalising the Divisional Schemes for different Railways.

(Ministry of Railways O.M. No. 54-B(C)  
4000/Recommendations (19) dated 19.10.'54)

- (iv) Decentralisation should be extended to the point where it is possible to achieve speedy decisions;
- (v) The man on the spot must be given sufficiently adequate powers to discharge the responsibilities placed upon him and the structure should be so designed as to permit him to grow in initiative;
- (vi) The General Manager and his Heads of Department should visit the remotest part of their charge at least once a year and show themselves to their staff; and
- (vii) The size of the smallest executive unit must be such as will enable the executive officer to get to know his men, guide and supervise them and make himself one with his team.

(Further information called for by the Committee)

The North Eastern Railway Zone serves a far flung area, extending from Mathura and

The Railway Minister on 22.7.57 stated in the Lok Sabha a decision has been taken to create a zone out of the Northeastern Railway". Please state whether the recommendation of the Estimates Committee was taken into consideration while creating the eighth zone.

(L.S.S. O.M. No.97-EC-II/56 dated 30.9.1957)

Moradabad in the West to Tinsukhia in the far east, about a thousand miles apart as the crow flies. Appreciation of the railway requirements of Assam area and contact with the local public and other interests has, to some extent, been neglected in the past, due to the remote administrative control from far-off Gorakhpur, Headquarters of the N.E. Railway Administration. During the last few years, considerations bearing on important points of strategy, internal administration, industrial development, particularly in connection with the exploitation of oil resources of Assam etc. have focussed public attention on inadequate railway facilities in this region. It has, therefore, become imperative to provide, as far as possible, a dependable and all-weather railway line of communication between Assam and the rest of India. In view of the facts mentioned above, it has been decided to establish at Pandu a full fledged railway



administration to study the problem on the spot and provide adequate railway facilities keeping in view long term requirements to suit the industrial development.

The fundamental principles enunciated by the Estimates Committee in the recommendation under reference were also kept in view.

(Ministry of Railways O.M. 56-B(C)6000/  
Recommendation (19) dated 27.1.1957)

17

44 With the bifurcation of the Eastern Railway into two Railways, workloads on the bifurcated Railways have reduced considerably. The Committee feel that there is no justification for continuing the post of the Director, Rail Movement, Calcutta. The Committee recommend the abolition of this post.

18

The recommendation has been considered carefully, and the Government have come to the conclusion that so long as the present transport difficulties remain the post of Director, Rail Movements, Calcutta, should continue. The Chief Ministers of the three States namely West Bengal, Bihar and Assam which are vitally concerned with the movements through the riverine points were definitely of the opinion that this post should be retained while the existing difficulties continue.

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The post has therefore, been extended upto 30.9.57 at present, but as things stand it is likely that this post will be extended thereafter.

The Director, Rail Movements, has also been given the additional work of co-ordinating and planning the movement of imported Cement, Steel and Machinery through the ports of Calcutta, Bombay, Madras and Vishakapatnam. Considerable difficulty was experienced regarding the co-ordination of these movements which this officer has been able to do by proper programming and close liaison with the importing agencies.

(Ministry of Railways O.M.No. B(C)6000/  
Recommendation (19) dated 1.2.1957)

45 As the Wagon Chaser Organisation has been set up on each Railway, the Committee recommend that the work of keeping track of all tank wagons and keeping them moving should be assigned to this Organisation and that the post of the Tank Wagon Controller, Bombay should be abolished.

This has been considered by the Railway Board. The Tank Wagon Controller, Bombay, was previously directly under the Railway Board. This Organisation has now been placed under the General Manager, Central Railway and the other Tank Wagon Organisation has been placed under the General Manager, Eastern Railway.

It is considered that the Wagon Chasing Organisation set up on the Railways will not be in a position to undertake the work done by the Tank Wagon Organisation. As the original set up of the Tank Wagon Controller's Organisation has been radically changed, the purpose of the Estimates Committee's recommendation is considered to have been met.

(Ministry of Railways O.M. No. 58-B(C)6000/  
Recommendation (19) dated 29.11.1956.

(Further information called for by the Committee)

Please state in detail the reasons why it would not be possible for the newly established Wagon Chasing Organisation to undertake the work done by the Tank Wagon Organisation.

(L.S.S. O.M. No.97-E.C.II/59 dated 30-9-1957).

Periodical assessment of requirements of POL tank wagons is made by the Tank Wagon Controller in consultation with oil industries. The Tank Wagon Controller and the Organisation under him maintain day to day liaison with the various oil companies in the matter of allotment of tank wagons for the POL trade and ensuring that the demands are met to the maximum extent possible. This organisation thus controls and co-ordinates all POL tank wagon movements and regulates distribution of tank wagons to the various bases according to the varying requirements from time to time. Movements of individual tank wagons are also watched daily by the Tank Wagon Organisation by maintaining relevant statements and card indexes.

**Wagon Chasing Organisations, on the other hand, have been set up on all the railways to watch the performance at junctions, transshipment points, industrial areas, etc. where special watch has to be maintained to expedite movement and for eliminating detention to wagons.**

**It will be seen that the purpose and duties of the two organisations are entirely different, and that the Wagon Chasing Organisation will not be in a position to undertake the liaison work done by the Tank Wagon Organisation at the various ports and oil loading centres and that in the interest of efficiency the Tank Wagon Organisation should be kept separate from the Wagon Chasing Units operating on the Railways.**

**(Ministry of Railways O.M.No.56-B(C))**

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1	3	3	4
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6000/Recommendation (19) dated  
19.11.1957).

CHAPTER IV

REPLIES OF THE GOVERNMENT THAT HAVE NOT BEEN FINALLY ACCEPTED  
BY THE COMMITTEE AND ARE BEING PURSUED.

S. No. as in the Appendix IV of the 19th Report	Reference to Paragraph No. of the Report	Summary of Recommendation/ conclusion	Government's reply	Comments of the Committee
1	2	3	4	5
3	22	The Committee consider that the Zonal Consultative Committees as at present constituted, are too unwieldy a body and therefore suggest that there should be a Council of Advisors consisting of not more than 5 individuals to advise the General Manager in different matters pertaining to the administration of the Railway. The President of the recognised	Zonal Consultative Committees usually have Sub Committees for dealing with specific matters, e.g., time-tables, passenger amenities etc. As far as staff matters are concerned, these are discussed at meetings of the negotiating machinery at various levels. For	The Committee propose to pursue the matter when considering reply to recommendation 40 of the 25th Report (First Lok Sabha) on the Ministry of Railways - Commercial Matters.

Union of the Railway should also be included in the Council so that the questions pertaining to staff matters might also be discussed at the meetings of the Council, which should be held once a month. The other members should be selected by the Minister for Railways from amongst retired experienced administrators, prominent public men with business experience and legislators who have specialised in transport problems of the country. The functions of this Council will be purely advisory in character and the General Manager will be free to take his own decision after giving due weightage to the advice tendered by the Council. There should be similar Advisory Bodies at Regional, Divisional and

contact with the business community, periodical meetings are held by the Commercial Officers at all important trade centres at which the various matters are discussed.

The question of setting up of Advisory Council at the Headquarters, Regional/ Divisional or District levels, as suggested by the Estimates Committee, has been carefully examined and it is considered that the recommendation will in effect result in the formation of duplicate, though smaller, Consultative Bodies at



District levels also.

at various levels. Furthermore, the Advisory Councils, if set up, will increase the number of meetings and will leave little time to do the important work of administering the Railways.

(Ministry of Railways O.M. No. 54-B(C)800/Recommendation (19) dated 11.2.1957).

6 28

The Committee are glad to learn that the question of introducing Divisional pattern of Administration on all the Railways has been engaging the serious attention of the Railway Ministry. The Committee were informed that the Divisional System could be introduced on all Railways in about two years' time.

The Divisional System is already in vogue on the Eastern and Northern Railway. On the Western Railway, all the eight Divisions were formed on 1.8.1954. On the Central Railway, the progress of Divisionalisation has been as under:-

Name of the Division	Date of inauguration
Secunderabad	1.2.1956
Bombay	1.3.1954

Please see remarks against recommendation 12.

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Jubbulpore	1.7.1955
Bhusaval	1.8.1955
Jhansi	15.9.1955

The progress of Divisionalisation on Southern Railway is as follows -

<u>Name of the Division</u>	<u>Date of inauguration</u>
Bezwada, Madura	16.5.1955
Trichinopoly	1.9.1955
Olavakkot	24.8.1955
Madras	31.8.1955

The remaining three Divisions are likely to be inaugurated before March 1957. The divisionalisation of North Eastern Railway will commence from August, 1957.

It is proposed to consider the question of divisionalising the South Eastern Railway after the scheme on the other Railways has been implemented.

(Ministry of Railways O.M. No. 54-B(C)600/Recommendation (19) dated 19 10.1956)

(Further information called for by the Committee)

It is understood that the decision to introduce divisional system on N.E. & S.E. Railways has been reversed. Please state if this is correct and if so, the latest position and the reasons for the reversal of the earlier decision.

(L.S.S. O.M. No. 97-EC-II/54 dated 30.9.1957)

It is a fact that the proposal to introduce divisional system on North Eastern Railway has been dropped, the reason for the reversal of the earlier decision is that the N.E. Railway is going to be divided shortly into two independent smaller railway units, the route mileage of which would be approximately 2810 and 1995 for the Gorakhpur and P andu zones respectively. It would be possible to administer both the resultant units efficiently and

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economically on the District System. The results will, however, be watched in actual working.

As regards the South Eastern Railway, the decision to adopt the divisional system has been kept pending for the time being, in view of the heavy work load in connection with the various development schemes in progress on this Railway. It is apprehended that any major changes in the working at this stage might affect the progress of these vital works in connection with the development of steel and coal industries. The route mileage of S.E. Railway is about 3,425 only; introduction of the divisional system on this comparatively small unit is not such a pressing necessity as

that on the larger units.

(Ministry of Railways O.M. No. 56-B(C)4000/Recommendation (19) dated 27.11.1957).

(Further information called for by the Committee)

Please state in detail the reasons for the reversal of the earlier decision to introduce divisional system in the N.E. and S.E. railways. Also please state when the divisionalisation on these railways is expected to be completed.

(L.S.S. O.M. No. 97-EC-II/58 dated 24.3.1958)

As already advised, the bifurcation of the old North Eastern Railway into two independent smaller units viz., the 'North Eastern' and the 'North-East Frontier' led to the reversal of the earlier decision to introduce the Divisional System of working on the old North Eastern Railway as it was felt that it would be possible to administer both the resultant units, each having a small route-mileage, efficiently and economically on the District System. With a view, however,

to effect better administrative supervision, two more districts - one at Lucknow and the other at Kāñhar - have been added. The two new resultant Railways have started functioning with effect from 15th January, 1958.

So far as the South Eastern Railway is concerned, it may be mentioned that this Railway is already serving the two existing Steel Plants at Jampur and Tatanagar besides the three new Steel Plants being installed at Dhillai, Rourkela and Durgapur and faces on this account a very heavy works Programme by way of provision of additional line capacity works and construction of several new railway lines. The Ministry of Railways, after giving a very careful consi-

deration to this matter, have, therefore, come to the conclusion that no major organisational changes should be introduced in this area during the next 2 or 3 years as they are liable to cause serious dislocation in the administrative machinery and retard the progress of the Plan. It is accordingly proposed not to introduce the Divisional System of Working on this Railway in the near future and to let it continue working on the existing District System. Senior Officers have, however, been posted at certain stations such as Bilaspur and Chakradharpur where operational considerations required the posting of such officers to coordinate the activities of the various branches.

(Ministry of Railways O.M. No. 54-B  
(C)-6000/ 19th Report (Pt. I dated  
22.4.1958).

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Please see para 1 of Chapter I.

It has been decided to introduce the Divisional system on this railway rather than create a sub-zone for the Metre Gauge portion under the charge of a Senior Deputy General Manager. This is considered to be the best solution of the problem for the present.

The question of shifting the 'Lead' quarters of Western Railway from Bombay to a station served by both Broad Gauge and Metre Gauge has also been considered but it is felt that the location of Headquarters at Bombay itself is most appropriate and that any change at the moment is likely to cause many complications without any resultant

The Committee are of the opinion that the 'Leadquarters' of the Western Rly. should be situated at a station served by both Metre Gauge and Broad Gauge. The additional expenditure for finding accommodation at the new station can be adjusted against the amount that would be fetched in making over the present accommodation in Bombay to other Government Departments. Till the scrutiny and examination of the question of shifting of 'Leadquarters' is made and decision thereon is taken, the Senior Deputy General Manager of the Western



Railway should be posted at a station on the Metre Gauge for instance, Ahmedabad or Ajmer and be in overall charge of the Metre Gauge section.

advantages.

(Ministry of Railways O.M. No. 56-B(C), 6000 Recommendation (19) dated 19.10.1956).

(Further information called for by the Committee)

The reasons for retaining the Headquarters of Western zone at Bombay are as under :

Please state why, in spite of the fact that the Western zone consists chiefly of the metre gauge, it is considered necessary to keep the headquarter of the said zone at the tail end of the broad-gauge.

(L.S.S. O.M. No. 97-EC-II/56 dated 30 9 1957).

(a) Bombay is a major port and a big centre of industries and commerce. Naturally, therefore, location of the Headquarters of the Western Railway there affords a good deal of convenience to the commercial and industrial interests.

(b) No difficulty has so far been experienced in administering the Western Railway with Headquarters at Bombay.

(c) Both for the convenience of the public and for securing liaison with the Bombay State Government it is not only desirable but also necessary that the Headquarters of Western Railway be retained at Bombay.

(d) No material benefit is likely to occur from a change in the Headquarters. On the contrary, any such move is likely to result in dislocation of work.

(e) Enormous expenditure would have to be incurred in providing adequate office and residential accommodation at the new place to which the Headquarters might be shifted.

(f) Any change in the Headquarters of this railway would result in uprooting of thousands of staff which

is likely to be resented by them.

(Ministry of Railways O.M.No. 56-B(C)/6000/Recommendation(19) dated 27-11-1957).

Please see para 2  
of Chapter I

It has been decided to introduce the Divisional System of working on this Railway rather than create a sub-zone for the Metre Gauge portion under the charge of a Senior Deputy General Manager. This is considered to be the best solution of problem for the present.

(Ministry of Railways O.M.No.56 B (C)6000/Recommendation (19) dated 19-10-1956).

Please see para 3  
of Chapter I.

The Divisional System is already in existence on the Eastern and Northern Railways and the Board have decided to introduce it on the remaining five Railways as well. While taking a decision in regard to the Divisional Headquarters, all

10 34 As far as Southern Railway is concerned, the Committee recommend that the Senior Deputy General Manager should be posted at a station more centrally situated on the Metre Gauge and be should be in over-all charge of the Metre Gauge Section.

12 39 In view of the distinct advantages of the divisional system and in view of the increasing complexity of problems that have to be tackled by the Railways, the Committee are definitely of the opinion that the divisional

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		<p>system should be introduced on all Indian Railways and that the process of divisionalisation should be expedited but care should be taken to see that the divisional unit chosen is not too big for efficient management by one Divisional Superintendent.</p>	<p>relevant factors including the size of the Divisions are taken into account.</p> <p>(Ministry of Railways O.M. No. 58-B(C)900/Recommendation (19) dated 19 10.1956).</p>	

New Delhi,  
The 18th April, 1958

**BALVANTRAY G. MEHTA**  
*Chairman.*  
Estimates Committee

APPENDIX I

Statement showing statistics of daily average loading and daily Train Miles for the periods October 1956 to March 1957 and April 1957 to August 1957 for various Divisions of the Western Railway.

Division	Operating Department Workload											
	Daily average Loading						Daily Average Train Miles					
	October '56 to March '57	April '57 to August '57	October '56 to March '57	April '57 to August '57	October '56 to March '57	April '57 to August '57	October '56 to March '57	April '57 to August '57	October '56 to March '57	April '57 to August '57	October '56 to March '57	April '57 to August '57
1	2	3	4	5	6	7	8	9	10	11	12	13
	Actuals	Indices	Actuals	Indices	Actuals	Indices	Actuals	Indices	Actuals	Indices	Actuals	Indices
	Passenger						Goods					
Dorabai	398	114.9	573	180.2	5,378	157.8	5,400	158.5	4,908	157.8	4,722	149.4
Baroda	938	295.0	916	280.1	6,699	196.6	6,892	202.2	5,738	181.5	5,519	174.6
Ratlam	492	154.7	457	143.7	4,650	136.6	5,398	158.4	5,854	159.4	6,258	198.0
Kotah	318	100.0	325	102.2	3,718	109.1	4,605	135.1	4,830	152.8	5,567	176.1

- \* Base-Kotah October to March (1956-57) 100
- † Base-Almer October to March (1956-57) 100
- ‡ Base-Bhavnagar October to March (1956-57) 100

1	2	3	4	5	6	7	8	9	10	11	12	13
Ajmer	346	108.8	401	126.1	3,408	100 0	3,708	108.8	4,687	148.3	5,409	174.1
Jodpur	437	137.4	471	148.1	4,858	142.5	4,931	144.7	4,407	139.4	4,757	150.5
Rajkot	1,179	370.8	1,198	376 7	4,680	136.3	5,495	161.2	4,358	137 9	4,722	149.4
<b>Average</b>	<b>518</b>	<b>161.3</b>	<b>523</b>	<b>164.5</b>	<b>5,829</b>	<b>171.0</b>	<b>5,391</b>	<b>159.2</b>	<b>4,151</b>	<b>130.0</b>	<b>4,855</b>	<b>156.1</b>

## APPENDIX II

### Analysis of the action taken by Government on the recommendations contained in 19th Report of the Estimates Committee (First Lok Sabha).

1.	Total number of recommendations made.	19
2.	Recommendations accepted fully by Government	
	No.	9
	Percentage to total.	47.4%
3.	Recommendations accepted by the Government partly or with some modifications	
	No	2
	Percentage to total	10.5%
4.	Recommendations not accepted by the Government but replies in respect of which have been accepted by the Committee.	
	No.	3
	Percentage to total.	15.8%
5.	Recommendations not accepted by Government and pursued by the Committee (including those which are still under consideration by Government)	
	No.	5
	Percentage to total	26.3%