

ESTIMATES COMMITTEE 1960-61

HUNDRED & SIXTH REPORT

(SECOND LOK SABHA)

MINISTRY OF TRANSPORT AND COMMUNICATIONS

Action taken by Government on the recommendations contained in the 60th Report of the Estimates Committee (First Lok Sabha) on the Ministry of Transport--Motor Transport and Miscellaneous.



LOK SABHA SECRETARIAT
NEW DELHI

January, 1961

Price : 70 nP.

C O R R I G E N D A

to

Hundred and Sixth Report of the Estimates
Committee on the Ministry of Transport &
Communications

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Page 5, Column 3, Lines 9-10, delete stop (.)
appearing after 'period' and for
'It' read 'it'.

Page 11, Column 3, Para 2, Line 5, for 'villages'
read 'village'.

Page 18, Column 3, Last Line, for "Governments,"
read "Governments".

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26. Shri Tayappa Hari Sonavane
27. Shri Sunder Lal
28. Shri A. M. Tariq

*Elected with effect from 25-11-60 *vice* Shri Dinesh Singh resigned.

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(iv)

29. Shri Mahavir Tyagi
30. Shri M. G. Uikey.

SECRETARIAT

Shri A. K. Ray—*Deputy Secretary.*

Shri M. C. Chawla—*Under Secretary.*

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INTRODUCTION

I, the Chairman of the Estimates Committee, having been authorised by the Committee, present this Hundred and Sixth Report of the Estimates Committee on the Action Taken by Government on the recommendations contained in the Sixtieth Report of the Estimates Committee (First Lok Sabha) on the Ministry of Transport—Motor Transport and Miscellaneous.

2. The Sixtieth Report of the Estimates Committee (First Lok Sabha) was presented to the Lok Sabha on the 28th March, 1957. The Government furnished their replies to the recommendations contained in the Report between the 22nd July, 1957 to 6th September, 1960. The Study Group 'G' of the Estimates Committee examined these replies on the 12th August and 22nd December, 1960.

3. The Report has been divided into the following five Chapters:

- I. Report.
- II. Recommendations that have been accepted by the Government.
- III. Replies of the Government that have been accepted by the Committee.
- IV. Replies of the Government that have not been finally accepted by the Committee.
- V. Recommendations in respect of which final replies of the Government have not been received.

4. An analysis of the action taken by Government on the recommendations contained in the Sixtieth Report (First Lok Sabha) of the Estimates Committee, is given in Appendix III. It will be observed therefrom that out of 30 recommendations made in the Report, 20 per cent of the recommendations have been accepted fully by Government while 40 per cent of the recommendations have been accepted partly. Of the rest, replies of the Government in respect of 13·33 per cent of the recommendations have been accepted by the Committee, while replies in respect of 23·33 per cent of the recommendations have not been accepted by the Committee. Replies in respect of 3·33 per cent have not been received from Government.

NEW DELHI-1;
January, 17, 1961.
Pausa 27, 1882(S).

H. C. DASAPPA,
Chairman,
Estimates Committee.

CHAPTER I

REPORT

In para 84 of their Sixtieth Report (First Lok Sabha), the Committee looking to the increasing complexity of transport problems had suggested that a competent Central Transport Board, on the lines of the Railway Board, might be set up. With regard to the composition and functions of the Board, the Committee suggested that the Central Transport Board might consist of a Chairman, who might be the *ex-officio* Secretary of the Ministry, and each of the functional members of the status of a Joint Secretary. To begin with, the Board should have three members *viz.* Member (Shipping), Member (Roads), Member (Ports). The Chairman, Railway Board and the Chairman, Central Water and Power Commission should be *ex-officio* Members of the Central Transport Board. Each functional member should have adequate experience of the subject in his charge and be assisted by adequate technical staff. The Committee thought that an executive board like the one suggested above, would be the only adequate step to deal expeditiously with many complicated problems of co-ordinating and developing various modes of transport. The Committee also desired that the Board should have adequate technical organisation at its disposal to ensure that important policy decisions were promptly implemented and that proper guidance and supervision were provided to watch the progress of the various schemes and projects. Government have stated in reply as under:—

“Working of the Railway Board is different from the working of the Transport Department. The Railway Board control one Undertaking, whereas activities of the Transport Department which cover a wide field are different and varied *viz.*, shipping, ports, roads, road transport tourism etc. The different Divisions of this Department, except the Road Transport Division, are already under the charge of Joint Secretaries. The Shipping Division is looked after by a separate Joint Secretary, who is also the Director-General of Shipping. The Roads Wing is under the charge of a Consulting Engineer (Road Development) who is also *ex-officio* Joint Secretary.

Similarly, the Ports Division is controlled by a separate Joint Secretary. The Tourist Department is headed by a Director General who is also *ex-officio* Joint Secretary. Only the Road Transport Division* is under the charge of a Deputy Secretary, but the recommendation of the *Ad Hoc* Committee on Reorganisation of Road Transport Administrative set-up that this post may be upgraded is under examination.

Co-ordination is effected at Secretary level. The present system is working satisfactorily and no change is considered necessary. Co-ordination with the Railway Board and the other Ministries is secured through the forum of the Central Transport Co-ordination Committee which has been recently set up by this Department to deal with the day to day transport problems confronting the various Ministries of the Government of India."

The Committee, however, feel that a Board supervising the transport works and attending to the transport problems will do better than the Secretary of the Ministry, acting as a link between the heads of the various departments. They, therefore, reiterate their earlier recommendations that a Central Transport Board with the present heads of various departments as its members, may be constituted.

*At the time of factual verification of the Report the Ministry of Transport and Communications stated:

"In pursuance of the recommendation made by the Road Transport Reorganisation Committee, the Road Transport Division has also been put in charge of the Consulting Engineer (Road Development) who is also an *ex-officio* Joint Secretary in the Ministry of Transport and Communications."

(Ministry of Transport & Communications—Dept. of Transport (Transport Wing) letter No. 1-T(4)/61 dated 6.1.1961).

CHAPTER II

RECOMMENDATIONS THAT HAVE BEEN ACCEPTED BY THE COMMITTEE

G. Srinivasulu

Sl. No.	Ref. to para No. of the Report	Summary of Recommendations	Reply of Government
1	2	3	4
4	11	<p>The Committee are glad to observe that a provision has been made in the Motor Vehicles (Amendment) Act, 1956, to constitute an Inter-State Transport Commission for the purpose of developing, co-ordinating and regulating the operation of transport vehicles in respect of any area or route common to two or more States.</p>	<p>The Inter-State Transport Commission was set up on the 8th March '58. Consequent on the appointment of a whole-time Chairman and the inclusion of a representative of the Ministry of Railways (Railway Board), the Commission was re-constituted with effect from the 10th July, 1958. A non-official member was also appointed on the Commission with effect from 4-12-1958.</p>
5	12	<p>The Committee recommend that prompt steps should be taken for the setting up of the Inter-State Transport Commission so that it may start playing a useful role in developing motor transport in the country to relieve the existing transport bottleneck.</p>	<p>The present composition of the Commission is as under:—</p> <p>(i) Shri T. G. N. Ayyar, I.C.S. <i>Chairman</i></p> <p>(ii) Shri D. D. Suri, I.A.S., Deputy Secretary, Ministry of Transport and Communications, Department of Transport <i>Member</i></p> <p>(iii) Shri Jagdish Prasad, Chief Engineer, Public Works Department (U.P.) <i>Member</i></p>
9	34	<p>The Committee are of the opinion that the setting up of the Inter-State Transport Commission for preparing and implementing schemes for the development of motor transport in inter-State regions should not be delayed.</p>	

- (iv) Shri R. B. Lal, Additional Member, (Commercial), Ministry of Railways (Railway Board) *Member*
- (v) Shri B. V. Vagh, Vice-President, Indian Roads and Transport Development Association Ltd., Bombay *Member*

The Commission has so far been authorised to perform the functions specified in clauses (a), (b), (c) and (e) of sub-section (2) of Section 63A of the Motor Vehicles Act, 1939. The question of authorising the Commission to perform the function under clause (d) of sub-section (2) of the said Section will be considered in due course in the light of the experience of the working of the Commission.

[*Ministry of Transport and Communications—Department of Transport (Transport Wing) O.M. No. 25-T(2)/59 dated 26-3-59*].

The Committee very much appreciate the enunciation of the policy by the Planning Commission regarding the nationalisation of road transport. They, however, wonder if it could not be carried a step further. The progress of the setting up of Transport Corporations has been extremely slow.

This recommendation has been accepted by Government. The decision to extend the moratorium on the nationalisation of goods transport till the end of the Third Plan period was announced by the Minister of Transport and Communications in the Lok Sabha on the 28-3-58. Government's

Considerable ground has yet to be covered regarding the nationalisation of passenger transport. It is, therefore, doubtful whether the States will be in a position to take the added responsibility of nationalising goods transport in the Third Plan period also. If, therefore, after consultation with the State Governments, the policy in regard to the nationalisation of the goods transport is chalked out upto the end of the third Plan period. It will act as a great fillip to private enterprise. It has to be remembered that the life of goods vehicle is about 8 to 10 years. If, therefore, the private enterprise is given a clear indication of the policy till 1965-66, considerable expansion of goods transport can take place in the private sector. This will materially assist in relieving the transport bottleneck in the country.

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The Committee suggest that special efforts should be made to see that the scheme drawn out by the Deputy Secretary, Ministry of Transport in his personal capacity, for the setting up of co-operative transport societies is worked out successfully. They also suggest that a paragraph should be added in the Annual Report of the Ministry of Transport, indicating the progress of the scheme. The Committee understand that co-operative transport societies are functioning successfully in States like Madras, Punjab and Saurashtra. They, therefore, do not see why the above scheme should not work successfully, if sufficient interest

decision has been communicated to the State Governments for appropriate action.

[Ministry of Transport and Communications—Department of Transport (Transport Wing) O.M.No. 32-T(14)/57 dated 20-5-58].

As the scheme for the setting up of cooperative societies for running goods transport services is to be worked through the agency of the State Governments, it was circulated to the State Governments, for comments in April 1957. It took about a year to obtain their comments. Subsequently, as a result of further examination and discussion, the scheme was modified. A copy of the modified scheme is attached (Appendix I). It has been decided that to start with one co-operative society each having 10 vehicles should be set up, on a pilot basis, in West Bengal, Bombay, Madras, Kerala and Delhi. The State Governments concerned

is taken and proper guidance is given at the various stages of its development.

were asked in August, 1958 to initiate action and intimate the extent of financial contribution required from the Government of India during 1958-59 along with their comments on the modified scheme. Replies have been received from all the State Governments concerned. They have agreed to set up the Societies, subject to certain modifications in the scheme. Details of financial assistance required by them from the Government of India are, however, still awaited and they have been requested to expedite this information. The selection and training of the personnel required to run the co-operative societies in the five States mentioned above, which is the first phase of the scheme, is expected to start very soon. Pending their training, the other details will be finalised with the State Governments concerned.

The observation of the Committee regarding inclusion of a paragraph in the Annual Report of the Department of Transport indicating the progress of the scheme were noted and a paragraph was included in the Annual Report of this Department for 1958-59.

[Ministry of Transport—Deptt. of Transport
(Transport Wing) O.M. No. 2-T(8)/58, dt.
10-6-1959].

At the time of factual verification the Ministry while stating the latest position intimated as below :—

“A few more modifications were made in the scheme recently. An up-to-date copy of the final scheme incorporating all the modifications is sent herewith*. It will be observed therefrom that Co-operative Societies will now be set up in six States/Union Territories, instead of 5 as originally contemplated. In fact, a society has already been set up in Kerala while preliminary steps in this direction have been taken by the Delhi Administration.”

[Ministry of Transport & Communications—Deptt. of Transport (Transport Wing) letter No. 1-T (4)/61, dated 6-1-1961].

30 143 The Committee suggest that a study be made in consultation with the State Governments of the conditions as existing in different States in India as well as in other foreign countries in regard to tolls and imposts on National Highways and State Roads and that, as far as possible, a uniform policy should be followed both in regard to National Highways and State Highways. The incidence of tolls should be kept to the barest minimum, and only for certain specific purpose, care being taken to see that it does not, in any way, impede the smooth flow of traffic.

The question of the levy of tolls on roads and road bridges has already been examined in detail by several Committees in the past, and more recently by the Taxation Enquiry Commission. The Commission recommended the abolition of tolls wherever that had not been effected, with the exception of new bridges costing over, say, Rs. 5 lakhs. In respect of these bridges, the Commission have recommended that tolls might be permitted for a certain period, but in no case after the cost of construction has been recouped.

2. So far as National Highways are concerned, the Govt. of India's policy is that they should be

generally free from all tolls and other imposts except those levied for services or benefits rendered in relation to the use of ferries, temporary bridges, tunnels, etc.

3. As regards State roads, in December, 1955, this Ministry invited the views of the State Governments on the recommendation of the Taxation Enquiry Commission referred to in para 1 above. The Governments of Andhra Pradesh, Bombay, Bihar, Kerala, Madras, Rajasthan, West Bengal and Orissa have expressed general agreement with the recommendation of the Commission, except that the Government of Orissa appear to be of the view that the limit for the levy of tolls on new bridges should be Rs. 2 lakhs instead of Rs. 5 lakhs suggested by the Taxation Enquiry Commission and the Governments of Madras and West Bengal want to levy tolls on hill roads in addition to bridges. The practice prevalent in Punjab is in conformity with the recommendation of the Taxation Enquiry Commission. The Government of Assam have decided to levy tolls on all bridges costing Rs. 1½ lakhs and more which fall on State roads. The Uttar Pradesh Government have decided to levy tolls on all new bridges on State roads. The views of the Governments of Mysore, Jammu and Kashmir and Madhya Pradesh are awaited.

4. According to our information, most of the progressive countries are against the levy of tolls and they resort to this course in the case of costly projects only, till their capital cost is recovered. Broadly speaking, the recommendation of the Taxation Enquiry Commission is in conformity with this practice.

5. This Ministry has been all along advocating the abolition of tolls from all roads. As stated in para 2 above, it has already been decided that National Highways should be generally free from all tolls and other imposts, except those levied for services or benefits rendered in relation to the use of ferries, etc. As regards State roads, the matter is primarily the concern of the State Governments as "Tolls" is a State subject. It is, however, hoped that they will also fall in line with our views in course of time as their financial position improves.

[*Ministry of Transport & Communications—Deptt. of Transport (Roads Wing), O.M.No. P.L. 22(1) 59 dt. 14-5-59*].

CHAPTER III

REPLIES OF THE GOVERNMENT THAT HAVE BEEN ACCEPTED BY THE COMMITTEE

Serial No.	Reference to para No. of the Report	Summary of Recommendations	Reply of Government
1	2	3	4
1	6	<p>The Committee are glad to note that the necessity of relaxations in the Code of Principles and Practice for the regulation of motor transport has at last been recognised and that the necessary relaxations have been incorporated in the Motor Vehicles (Amendment) Act, 1956. The Committee hope that prompt administrative measures will be taken by the Central and the State Governments to ensure that the benefits accruing from the relaxations incorporated in the Motor Vehicles (Amendment) Act, 1956 are made available without any time lag.</p>	<p>The provisions of the Motor Vehicles (Amendment) Act, 1956, relating to greater freedom of movement for private carriers were brought into force with effect from the 16th February, 1957, and necessary action will be taken by the State Governments with whom the executive authority in this behalf vests, as and when the need arises. An Inter-State Transport Commission under section 63A of the Motor Vehicles Act, 1939, for the purpose of developing, coordinating and regulating the operation of transport vehicles in respect of areas or routes common to two or more States has been set up by the Central Government. In addition to the above, in pursuance of a recommendation made by the Transport Advisory Council at its last meeting held in February, 1956, the State Governments were requested to suggest relaxations in the provisions of the Code in respect of operation of goods vehicles on specified routes/areas. Proposals in this behalf have been received</p>

from a few State Governments and are under examination.

[*Ministry of Transport and Communications—Deptt. of Transport (Transport Wing) O.M. No. 34-T(4)*]
57 dt. 22-7-1957].

6 14 The Committee are in entire agreement with the following observations of the Technical Subcommittee of the Subject Committee on Transport in its report on future of road transport and road-rail relations which was issued in November, 1943:—

“Our picture of the future of rural India is one in which motor transport will penetrate to the remotest villages connecting them with the main transport system, and will play a gradually increasing part in marketing between villages and town and villages. Thus the villager will have at his disposal modern means of transport, readier communication with the outside world, medical attention and other social services to no less a proportionate degree than the town dweller. To attain this result, active development of roads and constructive development of road transport are necessary.”

7 15 It is worthwhile noting here that assigning the above role to the motor transport will in no way affect adversely the revenues of the Railways. On the contrary, it will bring more traffic to the Railways from the interior for despatch over long distances.

Necessary steps are being taken to construct more roads and expand road transport services in rural areas within the financial resources available.

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

[*Ministry of Transport & Communications—Deptt. of Transport (Transport Wing) O.M. No. 1-T(27)*]
59 dt. 7-4-59].

- I 2 3 4
- IO 37-38 A certain amount of regulation and control over motor transport is, no doubt, necessary with a view to ensuring safe, reliable and efficient service. Care should, however, be exercised to see that such regulation and control does not become so excessive as to hamper the growth of the industry itself. The Committee, therefore, hope that the Inter-State Transport Commission contemplated in the Motor Vehicles (Amendment) Act, 1956 will not act as a restrictive force, but as a wise counsel for the proper and well coordinated growth of motor transport to supplement effectively the transport requirements of the country.
- II 43 The Committee are sorry to note that the response from the States to the question of forming Road Transport Corporations has been poor.
- 12 44 The Committee were informed that the Central Govt. have issued a directive in consultation with the Planning Commission that no allocation of funds would be made for nationalisation or expansion of existing services unless the State Govts. set up Transport Corporations under the Transport Corporations Act. The Committee hope that this will expedite the formation of Corporations in all the remaining States.
- The observations of the Committee have been noted. The Inter-State Transport Commission has been set up for promoting the co-ordinated development of road transport on inter-State routes.
- [*Ministry of Transport and Communications—Deptt. of Transport (Transport Wing) O.M. No. 25-T(2)/59 dt. 26-3-59.*]
- In formulating the Second Five Year Plan, the Planning Commission approved of the schemes of transport on the strict understanding that they would set up Corporations under the Road Transport Corporations Act, 1950, for the management of the nationalised road transport services. Some of the State Governments like Kerala, Punjab & U. P. represented that they should be permitted to continue operation of the nationalised transport services departmentally. Their representations were considered by the Planning Commission who again issued a circular letter in May, 1956, emphasising that the provisions approved for road transport services in the State

Plans were subject to the condition that the State Governments set up Corporations under the Act. Since some of the State Govts. did not accept this decision, it was decided that no provision should be included for road transport in the future Plans of those States which had not agreed to set up Road Transport Corporations. The Annual Plans of the States for the years 1958-59 and 1959-60 were examined strictly on this basis. No provision has been included for the States which have not agreed to set up Road Transport Corporations.

In order to persuade the State Govts. to fall in line with the policy of Government in this respect, another letter was issued to the State Govts. by the Ministry of Finance (Deptt. of E.A.) on 7-12-57 stating that the Govt. of India had decided that, with effect from 1st April 1958, assistance from the Centre, whether by way of loans or grants, would not be available to transport undertakings owned and/or managed by State Governments, which were managed departmentally, unless they were incorporated under one or other of the special enactments or as a company under the Indian Companies Act. In spite of this, many States have not yet agreed to set up Road Transport Corporations. The whole question was, therefore, again reviewed at a meeting of the Planning Commission on 2nd December, 1958 and it was decided that

the policy decision regarding formation of Road Transport Corporations should be reiterated and the question also brought up before the National Development Council.

[*Ministry of Transport and Communications—Department of Transport (Transport Wing) O.M. No. 2.T(6)/59 dated 31-3-1959*].

The Committee hope that the implementation of the recommendations of the Tariff Commission the acceptance of which was announced by the Government on the 23rd January, 1957 will put the automobile industry in the country on a sound footing. They, however, suggest that the annual production figures should be reviewed periodically against the requirements, and the installed capacity stepped up further if the requirements increase at a more rapid pace. They anticipate that this is likely to occur as a result of the liberalised policy of the development of motor transport.

Government have been alive to the growing demand for motor vehicles in the country and have been making every effort to step up production and increase capacity to meet it as far as possible within the limitations of the foreign exchange. As for the future development of the automobile industry as well as determining the targets of production of different types of vehicles for the Third Five Year Plan, it may be stated that a fresh review of the progress of the industry since the last review made by the Tariff Commission in 1956 has only recently been completed by an Automobile Committee which was set up by Government in April, 1959. A copy of the Government of India Resolution No. A.E. Ind. 1(11)/59 dated the 8th April, 1959 issued in this behalf is enclosed.* The report of this Committee was received by Government on 6th February, 1960 and placed on the Table of the Lok Sabha on 10th March, 1960. It is under examination and Government's

decisions on the various recommendations of the Committee will be published as early as possible.

[*Ministry of Commerce and Industry O.M. No. A.E. Ind. 1(34)/60 dated 14-3-1960.*]

65 The Committee were rather surprised to note that no meeting of the Central Board of Transport has been held for more than last three years. This indicates that the Central Board of Transport, as at present constituted, is not performing any useful purpose.

16 66 The committee suggest that the Central Board of Transport may be amalgamated with the Transport Advisory Council. In view of the re-organisation of the States, the Transport Advisory Council also requires to be reconstituted. The Committee were given to understand that the question of reconstruction of Council has been under consideration of the Ministry of Transport. The Committee suggest that this question may be finalised without undue delay and that suitable non-official representation may also be provided on the Transport Advisory Council.

The following bodies have been constituted in place of the Transport Advisory Council, the Central Board of Transport and the Standing Committee of the Central Board of Transport:—

- (1) Transport Development Council.
- (2) Road and Inland Water Transport Advisory Committee.
- (3) Central Transport Coordination Committee.

A brief description of the composition and functions of the above bodies is given below:—

Transport Development Council

This is a high level body, consisting of Central and State Ministers, to advise the Government of India on all matters of policy relating to roads, road transport as well as inland water transport. The Council will also advise on problems relating to coordination between different forms

17 67 The Standing Committee of the Central Board of Transport has, however, been performing a useful function. It may, therefore, be allowed to continue and may be redesignated as the Standing Committee of the Transport Advisory Council.

of transport that may be referred to it by the Government of India.

The membership of the Council has been restricted to Transport Ministers of the States and Lt. Governor/Chief Commissioners of the Union territories. From the Centre, the Ministers of Transport and Communications, Commerce and Industry and Railways, Minister of State in the Ministry of Transport and Communications, Deputy Minister of Transport and Communications and Member Incharge of Transport in the Planning Commission are its members.

The Union Minister of Transport and Communications is the Chairman of the Council and the Transport Secretary to the Government of India is its Secretary. The Council will meet once a year.

Road and Inland Water Transport Advisory Committee

This Committee has been set up to discuss problems relating to roads, road transport and inland water transport and to make recommendations to the Transport Development Council for final

decisions. The Committee consists of fifteen official and fifteen non-official members and the Minister of State in the Ministry of Transport and Communications is its Chairman.

The first meeting of the Committee was held in New Delhi on the 14th and 15th November, 1958.

Central Transport Coordination Committee

This Committee has been constituted in place of the Standing Committee of the Central Board of Transport and will deal with the day-to-day transport problems confronting the different Ministries of the Government of India. The Transport Secretary to the Government of India is the Chairman of this Committee.

[*Ministry of Transport and Communications—Department of Transport (Transport Wing) O.M. No. 4-T(3)/57 dated 2-1-1959*].

18 77 The Committee were given to understand that the Study Group consisting of representatives of the Ministries of Finance and Home Affairs and the O. & M. Division of the Cabinet Secretariat which examined the working of the Roads Wing in detail in the middle of 1955, agreed that the present system had proved very satisfactory. If so, the feasibility of extending the system to other Ministries also under similar circumstances, might be examined by the O. & M. Division.

The recommendation was referred by the O. & M. Division to the Ministry of Home Affairs, as organisational matters in the Secretariat including the relationship between the officers on the Secretariat side, with those on the technical side were being reviewed by an Officer on Special Duty appointed in that Ministry. The Officer on Special Duty's report is awaited.

[*Ministry of Transport & Communications—Deptt. of Transport (Roads Wing) O.M. No. A-23(19)/59 dt. 16-4-59*].

The Second Central Pay Commission had also made a similar suggestion in their recommendation on the relationship between Secretariat and attached Offices.

The proposal was examined in detail in consultation with the Ministry of Finance and the O. & M. Division and necessary instructions have been issued to all Ministries asking them to review the organisational pattern of the existing offices under them in consultation with the O. & M. Division and the Special Reorganisation Unit of the Ministry of Finance and consider what changes therein are called for in the light of the recommendations of the Estimates Committee and the Pay Commission. A copy of this Ministry's O.M. No. 60-59-Ser. Reorg., dated 2-8-60 issued in this regard is enclosed for information. (*Please see Appendix II*).

(*Ministry of Home Affairs O.M. No. 60/59-Ser. Reorg. dt. 6-9-60*).

The observations of the Committee were brought to the notice of the Ministry of Labour & Employment, who are concerned with the proposed legislation. A Committee consisting of representatives of the Ministry of Labour and Employment, Ministry of Transport and

The Committee suggest that the scrutiny of committees etc. received on the proposed bill for regulation of conditions of work of transport workers from the State Governments and other interests by a sub-Committee consisting of the representatives of State Governments, national-

lised undertakings and some non-official associations interested in road transport should be expedited and the Bill brought before Parliament at an early date.

Communications (Department of Transport), employers and motor transport workers, was set up by that Ministry to examine the draft bill and comments received thereon from the State Governments. The Committee submitted its report in February, 1958. The Committee came to agreed conclusions in respect of all proposals except those relating to (i) working hours (ii) spreadover and (iii) overtime. It is understood from the Ministry of Labour & Employment that since the Committee could not come to agreed conclusions in respect of these items the matter was placed before the Standing Labour Committee which met at Bombay in October, 1958. The Standing Labour Committee also could not reach an agreement on these issues and recommended that the matter should be examined further and a decision taken by the Central Government. The matter is now under the consideration of the Ministry of Labour & Employment.

[Ministry of Transport and Communications—Dept. of Transport (Transport Wing) O.M. No. 38-T(3)/59 dt. 14-4-59].

23 The Committee recommend that, in view of the economy inherent in the use of trailers, the Ministry of Transport should encourage the manufacture and use of trailers both by the private and public sectors.

93 Several measures have already been taken to popularise the use of truck/tractor-trailer combinations. This question was discussed at the last meeting of State Transport Commissioners/Controllers held in October, 1957. The Conference accepted in principle, the utility of truck-trailers combinations for increasing the

transport capacity in the country and decided that the matter should be referred to the Technical Committee of the Transport Advisory Council for the detailed examination of the various types of truck-trailer combinations which could be pressed into use, keeping in view the safety factors.

The Technical Committee of the Transport Advisory Council accordingly examined the matter and made the following recommendations :—

(i) Articulated vehicles would be most suitable for operation in India. Till, however, the manufacture of articulated vehicles is established normal trucks with locally made trailers on wheels (of the open or box type) may be used. Two types of trailers should be manufactured—one to go with the light vehicles and the other with heavy vehicles. Specifications and drawings of these two types should be obtained from the recognised manufacturers of trailers and standardised, in consultation with the concerned automobile manufacturers.

(ii) The present rule restricting the length of motor vehicles permitted to draw a

trailer to 26' should be changed to permit operation of articulated vehicles upto a length of 50' and truck-trailer combinations upto a length of 60'.

(iii) All National Highways and State Highways should be surveyed by the Department of Transport and State Governments respectively with a view to ascertain the number of weak bridges and culverts and action should be taken to bring them up to the required standard.

All the above recommendations have been accepted by the Government of India and brought to the notice of the State Governments who have been requested to take suitable measures. The position in respect of each of the above recommendations is given below :—

(i) A meeting was held in the Department of Transport with the representatives of Automobile Manufacturers who were requested to let this Deptt. have details about the capacity of the trailers which their trucks would be able to pull. They were also requested to send the specifications of the trailers which will be suitable for their vehicles. The manufacturers were further advised to examine the possibility of manufacture of articulated vehicles in the country and send their suggestions

to this Deptt. The required information is awaited from one of the manufacturing firms (M/s. Premier Automobiles Ltd.). As soon as the required information is received from the firm, the question of standardisation of trailers will be decided in consultation with the concerned Manufacturers of trailers as well as the Development Wing of the Ministry of Commerce and Industry.

(ii) The restriction in the existing rule on the length of a motor vehicle drawing a trailer was considered necessary keeping in view the width and condition of the roads in 1940 (when the Rule was first made) and the space required by a motor vehicle for negotiating a turn when a trailer is attached to it. Since then, there have been considerable improvements in our road design standards. The present day roads are much wider and capable of withstanding greater loads. The Government of Bombay are already allowing the operation of truck-trailer combinations upto a total length of 75 feet and do not insist that the length of the drawing vehicle is restricted to 26 ft. A few other States have carried out amendments to their Motor Vehicles

Rules, as recommended by the Technical Committee, to permit operation of articulated vehicles upto a length of 50 feet and truck-tailer combinations upto a length of 60 feet. Simultaneously, they have instructed their Public Works Departments to undertake a survey of the State Highways with a view to ascertaining the number of weak bridges and culverts, so that action could be taken to improve them.

(iii) In pursuance of the recommendations made by the Technical Committee of T.A.C., the Planning Officers of the Roads Wing of the Deptt. of Transport have already surveyed the following important sections of National Highways :—

- (a) Amritsar-Agra
- (b) Bombay-Nasik
- (c) Bombay-Poona
- (d) Madras-Bangalore
- (e) Calcutta-Dhanbad.

The reports submitted by the Planning Officers are under examination. The matter was also discussed at the meeting of the Chief Engineers held at Bombay on the 7th & 8th August, 1958 where they agreed to undertake survey of at least 2 National Highway routes in their respective States.

The State Governments have also been requested to conduct surveys of the State Highways as soon as possible so that the strengthening or reconstruction of the weak bridges or culverts could be undertaken without delay.

[*Ministry of Transport & Communications—Deptt. of Transport (Transport Wing) O.M. No. 48-I(6) dated 7-11-58*].

25 110 The Committee suggest that the extent of saving in foreign exchange that would accrue by dieselisation should be worked out, and if it is found to be substantial, efforts should be made by the Ministry of Transport to replace petrol operation by diesel operation, upto a reasonable limit.

It is an established fact that diesel operation is more economical than petrol operation. From the figures of sales of commercial vehicles during 1954, 1955 and 1956 given below, it would be observed that replacement of petrol vehicles by diesel engine vehicles is proceeding rapidly :—

	1954	1955	1956
1-ton petrol	..	851	831
3-5 ton petrol	.	3,255	3,018
3-5 ton diesel	..	3,807	8,980
Above 5 ton diesel	.	310	686

In the circumstances, no special efforts are considered necessary to replace petrol vehicles by diesel vehicles.

[*Ministry of Transport & Communications—Deptt. of Transport (Transport Wing) O.M. No. 48-I(7)/57 dated 22-8-57*].

A detailed examination of the question of improvement of bullock carts has been made by the Department of Transport. This examination has revealed that it is distinctly advantageous to improve the bullock carts plying in urban and other areas, where good metallised roads exist, by fitting them with pneumatic tyred wheels with ball bearings. This improvement raises the carrying capacity of the carts appreciably and reduces damage to road surfaces.

2. Further, tests carried out at the Central Road Research Institute have confirmed that pneumatic tyred carts require more tractive effort than iron tyred carts on muddy roads and that, therefore, iron tyred carts are superior for operation in areas where good metallised roads do not exist. As roads in rural areas are not of a uniformly good standard, the use of pneumatic tyred wheels on carts plying in these areas has to wait till the roads are improved.

3. It has also been found on investigation that the conversion of iron tyred wheels into pneumatic tyred wheels has already become popular in and around large cities and towns and in industrial areas, where good metallised roads exist which shows that the bullock cart owners are aware of the economic advantages of the conversion when road condition so permits.

The Committee are of the opinion that a very careful expert examination of the problem of improving the bullock carts and positive steps towards that end are urgently called for separately for rural and urban areas.

The Committee feel that the allocation of Rs. 1½ lakhs for conversion of iron tyred bullock carts into pneumatic tyred carts is too small for such a vast country. They, therefore, recommend that the amount should be suitably increased so that all the States may get the benefit of the scheme. The State Governments should also be persuaded to allot a certain quota from their own funds before any central assistance is given towards the scheme. In this connection, the Committee would like to draw the attention of the Ministry to their observations in para 38 of their 45th Report.

4. Steps have also been taken by the Government of India for the improvement of the iron tyred bullock carts, which are more suited for operation in rural areas, by the replacement of the existing narrow iron tyred wheels by wider iron tyred wheels. Financial assistance was given to States for popularising the use of the wider iron tyred wheels, but only four States have worked the scheme. Further improvement of the iron tyred carts by providing properly designed rubber fixtures in the hub assembly of the wheels is being investigated at the Central Road Research Institute. The experiments, which have not so far yielded any promising result, are being continued.

5. As regards conversion of iron tyred carts into pneumatic tyred carts, it may be mentioned that the allocation of Rs. 1 1/2 lakhs was made only for carrying out a limited pilot scheme with the object of demonstrating to the actual users the advantages of the use of pneumatic tyres and to collect data for determining the relative efficiency and economy of the pneumatic tyred carts as compared with the ordinary iron tyred carts and to find out whether the increase in efficiency of the pneumatic tyred carts was commensurate with the extra expenditure involved in the conversion. In view of the fact that the bullock cart owners are

already aware of the economic advantages of the conversion, where road conditions permit, and the findings referred to in paras 1-3 above, however, the pilot scheme has not been pursued.

6. The main obstacle to rapid and increasing conversion of iron tyred carts into pneumatic tyred carts in urban and other areas having good metalled roads is the high initial cost of conversion and the shortage of equipment. The measures to be taken for popularising the use of bullock carts fitted with pneumatic tyres are proposed to be discussed at the first meeting of the Transport Development Council, which will be held shortly. The question whether a subsidy should be given to cart owners for encouraging the use of pneumatic tyres and, if so, what should be the quantum of the subsidy and how it should be shared by the Centre and States will be discussed at the meeting and further action taken in the light of the decision of the Council.

[*Ministry of Transport & Communications—Deptt. of Transport (Roads Wing), O.M. No. PL-21(2)/59 dated 8th May, 1959*].

CHAPTER IV

REPLIES OF THE GOVERNMENT THAT HAVE NOT BEEN FINALLY ACCEPTED BY THE COMMITTEE

Sl. No. of the recommendation	Ref. to para No. in the Report	Summary of Recommendation	Reply of Government	Comments of the Committee
1	2	3	4	5
2	8	<p>The Committee recommend that the Government should announce formally their policy in regard to the development of different means of transport.</p>	<p>Although the Government of India have not so far formally enunciated their transportation policy their views on specific issues have been announced from time to time. The question of framing a national transportation policy, which will give due recognition to the part played by the different modes of transport, was placed before the first meeting of the recently constituted Road and Inland Water Transport Advisory Committee, held at New Delhi on the 14th and 15th November, 1958. The views of the</p>	<p>The need to formulate a national transportation policy seems to have been recognised. As, however, the recommendation of the Committee was made three years back and the policy has not been announced so far, the Committee desire that it might be expedited.</p>
3	10	<p>The Committee suggest that the principles of inland transport co-ordination as laid down by the International Chamber of Commerce and enumerated in para 9, might be adopted by the Government with a few modifications as absolutely necessary, as their national transportation policy.</p>		

Committee were sought on the lines and the form in which this policy should be announced. The Committee recommended that a small Special Committee, consisting of experts both from the transport and economic fields and including a representative of the Ministry of Railways, should be appointed to consider all aspects of transportation in the country and draw up the broad outlines of a national policy covering all modes of transport. Necessary action to constitute the Special Committee has been initiated. The principles of inland transport coordination recommended by the International Chamber of Commerce would be kept in view by this Committee while drawing up the policy. Further action in the matter will be taken in the light of the report of this Committee.

[*Ministry of Transport and communications—Department of Transport (Transport Wing) O.M. No. 1-T (24)/59/dated 14-4-59*].

No final report has so far been received. The Committee emphasise that decision in the matter might be expedited.

The question of having uniformity in the level of motor vehicle taxation and reduction in the incidence of such taxation has been discussed with the State Governments several times through the forum of the Transport Advisory Council and the Conferences of State Transport Commissioners/Controllers. The matter was last discussed at the Conference of State Transport Commissioners/Controllers held at Mussoorie in October, 1957. The Conference made the following recommendations :—

The Committee recommend that efforts should be made to import uniformity in taxes levied by the States and to bring down the incidence of taxation on motor vehicles. Now that the States have been reorganised into bigger units there are more chances of their agreeing to a uniform rate of motor taxation and its realisation by the Centre through a single levy and its distribution to the States in agreed ratio as in the case of Inter-State sales tax. This proposal should be pursued with vigour by the Ministry with different State Governments.

(i) A ceiling of 75 per cent of the total existing Madras rates should be fixed for motor vehicles taxation and all indirect taxes should be progressively eliminated.

(ii) Efforts should be made to consolidate all taxes on motor vehicles levied by the State Governments into one tax and to reduce

the number of collecting agencies. Preferably one agency, it was recommended should collect these taxes in each State.

(iii) So far as sales tax on motor fuel, motor vehicles, spare parts, tyres etc. was concerned, it was agreed that this could be collected by a Central agency and distributed to the State Governments on proportionate basis.

The State Governments have already been requested to take steps to implement the above recommendation. So far as the recommendation of the Mussoorie conference regarding sales tax is concerned, the question is under examination, in consultation with the Ministry of finance (Department of Economic Affairs).

The recommendation of the Estimates Committee in regard to centralisation of taxation on motor vehicles raises a major issue of policy and even invol-

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ves amendment of the Constitution. This matter is under examination and a further report will be submitted after a final decision has been taken.

[*Ministry of Transport and Communications—Department of Transport (Transport Wing) O. M. No. 30-T (II) 157 dated 30.50.58*]

19 With the increased activities in the country in the agricultural and industrial spheres, transport problems have assumed a very great importance. The existing method of the handling of important problems of shipping etc. by the Secretariat staff cannot be regarded as satisfactory. The Committee were surprised to learn that recently an engineering expert on roads has been put in overall charge of the development of minor ports. The Committee are sorry to

83 The recommendation of the Committee regarding the separation of the Transport Ministry from the Railway Ministry has already been accepted. The two Ministries were separated on the 18th April, 1957 and the new Ministry of Transport and Communications was formed under the charge of a separate Minister.

As regards the recommendation relating to the setting up of a Central Transport Board on the same lines as the Railway Board,

record that the development of the various modes of transport in the country such as shipping, roads, inland water navigation, port facilities etc., is not as rapid as they would like it to be. This is, of course, to a considerable extent, due to inadequacy of funds. It is also partly due to inadequate organisation at the centre to deal with these problems.

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With the ever-increasing complexity of transport problems the Committee are of the opinion that a stage has now come when we should have a competent Central Executive Board which will function on the same lines as the Railway Board. It may be called the Central Transport Board, consisting of the Chairman and functional members. The Chairman will be the *ex-officio* Secretary of the Ministry and the members will be

it may be stated that the working of the Railway Board is different from the working of this Department. Whereas the Railway Board control one Undertaking, the activities of this Department which cover a wide field are different and varied *viz.*, shipping, ports, roads, road transport, tourism etc. The different Divisions of this Department, except the Road Transport Division, are already under the charge of Joint Secretaries. The Shipping Division is looked after by a separate Joint Secretary, who is also the Director-General of Shipping. The Roads Wing is under the charge of a Consulting Engineer (Road Development) who is also *ex-officio* Joint Secretary. Similarly, the Ports Division is controlled by a separate Joint Secretary. The Tourist Department is headed by a Director-General who is also *ex-officio* Joint Secretary. Only the Road Transport Division* is under

Please see Chapter I.

*At the time of factual verification of the Report the Ministry of Transport and Communications stated :

"In pursuance of the recommendation made by the Road Transport Reorganisation Committee, the Road Transport Division has also been put in charge of the Consulting Engineer (Road Development) who is also an *ex-officio* Joint Secretary in the Ministry of Transport and Communications".
[Ministry of Transport & Communication Letter No. 1--T(4)/61 dated 6-1-1961].

of the status of a Joint Secretary. To begin with, the Board should have three members *vis.*, Member (Shipping), Member (Roads), Member (Ports). The Chairman, Railway Board and the Chairman, Central Water and Power Commission should be the *ex-officio* Members of the Central Transport Board.

Each functional Member should have adequate experience of the subject in his charge. Thus for instance, an individual who has worked efficiently as a Director General (Shipping) may be selected as Member (Shipping). Chairmen of Port Trusts could provide Member in charge of Ports and some senior Chief Engineer might be selected as Member in charge of Roads. Each functional member should be assisted with adequate technical staff as is the case with the Railway Board.

the Charge of a Deputy Secretary, but the recommendation of the *Ad hoc* Committee on Reorganisation of Road Transport Administrative Set-up that this post may be up graded is under examination. Coordination is effected at Secretary level. The present system is working satisfactorily and no change is considered necessary. Co-ordination with the Railway Board and the other Ministries is secured through the forum of the Central Transport Coordination Committee which has been recently set up by this Department to deal with the day to day transport problems confronting the various Ministries of the Government of India.

The Department of Transport also do not share the observations made by the Committee regarding the appointment of the Development Adviser in the Department. Although the Officer

The Committee are of the opinion that such an executive board will be the only adequate step to deal expeditiously with many complicated problems of co-ordinating and developing various modes of transport. The Board should have adequate technical organisation at its disposal to ensure that the important policy decisions are promptly implemented and that proper guidance and supervision are provided to watch the progress of the various schemes and projects.

concerned was the Consulting Engineer (Road Development) at the time of his retirement, he had, as a member of the Indian Service of Engineers, considerable experience in other fields of engineering before joining the Roads Organisation. In view of his varied experience, he was appointed to advise on engineering problems concerning minor ports and inland water transport. In this connection, it may be stated that the Officer has acquitted himself well in the new appointment.

[Ministry of Transport & Communications—Dept., of Transport (Transport Wing) O. M. No. 1-T-(27)/59 dated 30th November, 1959].

The Committee would also like to reiterate the recommendations made in para 42 of their Nineteenth Report that the Transport Ministry should be separated from the Railway

Ministry and placed under the charge of a separate Minister for Transport. This is absolutely necessary if the various complicated problems of transport are to receive adequate attention.

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The Committee hope that the State Governments will realise the value of origin and destination surveys of road traffic. In particular, they recommend that the Transport Ministry should persuade with grants in aid from the Central Government the respective State Governments to carry out similar surveys in the cities of Calcutta, Ahmedabad and Kanpur and follow a well devised plan to meet traffic needs in such cities.

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The importance of conducting origin-destination surveys of road traffic was impressed on the State Governments of West Bengal, Bombay and U.P., and they were requested to carry out similar surveys in the cities of Calcutta, Ahmedabad and Kanpur respectively. The Government of U.P. have expressed their inability to conduct such a survey in Kanpur on the ground that the expenditure involved will not be commensurate with the results to be achieved. Replies from the remaining two State Governments are still awaited. The matter will be examined

Government have not intimated final action taken on the recommendation. The Committee, therefore, reiterate their recommendation and suggest that the action thereon may be completed early.

further on receipt of their replies.

[*Ministry of Transport and Communications—Deptt. of Transport (Roads Wing) O.M. No. PL-19 (37)/59, dated 15-4-1959*].

CHAPTER V

RECOMMENDATIONS IN RESPECT OF WHICH FINAL REPLIES OF THE GOVERNMENT HAVE NOT BEEN RECEIVED.

Sl. No.	Ref. to para No.	Summary of Conclusions/Recommendations
24	98	The Committee are of the opinion that the Engineer Liaison Organisation should be regarded only an experimental measure. Definite criteria should be laid down to judge its success or otherwise, and the position should be reviewed at the end of the Second Plan in the light of these criteria. If the concrete results achieved by this organisation are substantial, then and then only should it be allowed to continue. In the meantime the feasibility of converting this organisation on the same lines as in the U. S. A. should also be examined.

NEW DELHI;

H. C. DASAPPA,
Chairman
Estimates Committee

January 17, 1960
Pausa 27, 1882 (Saka)

APPENDIX I

Modified Pilot Scheme—Cooperative Societies for running goods transport services

The scheme will be introduced on a 'pilot' basis at this stage. To start with, one Co-operative Society having 10 vehicles will be set up in each of the following States:—

- (1) West Bengal
- (2) Bombay
- (3) Madras
- (4) Kerala
- (5) Delhi.

Location

The five Co-operative Societies will operate their vehicles on Inter-city routes which may also be inter-State routes, if necessary. The actual routes will be selected by the State Governments concerned. It is necessary that the scheme should start "right". Therefore, in making the selection, the State Governments may select only such routes on which sufficient goods traffic is available. The location of each Society will also be decided by the State Government taking into account the routes selected.

Composition

The membership of the Co-operative Societies will be restricted to workers like Drivers, Mechanics, Booking Clerks, Depot Managers etc., who will be recruited from amongst educated un-employed, the minimum educational qualification being Matriculation. Five will be the average number of hands required for each vehicle. On this basis, each Co-operative Society will have 50 members. Each member will be required to contribute Rs. 1,000 towards the capital of the Society.

The labourers that may be required for loading and unloading of the goods, will not be members of the Society but will be recruited, as usual, on a casual basis.

Management

A young State Civil Service Officer will be put incharge of each Society and will act as its Manager. Before taking up his duties this officer will be required to undergo a course of training in all branches of road transport operation lasting at least 6 months in a Transport Undertaking run either by the State or a private company. If a trained officer is available with the State Government, further training may be dispensed with.

Above the Manager, there will be a Board of Directors headed by the Transport Commissioner of the State concerned, with the Registrar of Co-operative Societies and the Officer-in-charge of the

Employment Directorate, as members. In addition, two members of the Board may be selected from amongst the members of the Society. The Manager will act as Member Secretary of the Board.

Finance

The Capital required for setting up of each Co-operative Society will be:—

Cost of ten vehicles	Rs. 2,50,000
Working capital including rent of depots & offices etc.	Rs. 50,000

TOTAL	Rs. 3,00,000
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After taking into account the sum of Rs. 50,000 contributed by the members, the capital required by each Society will be Rs. 2,50,000. This amount will be advanced to the Societies by the State Co-operative Banks of the States concerned. If, however, the Banks are unable to advance the money from their resources, the Government of India will be willing to consider the grant of loans to the Banks through the State Governments, on suitable terms for this purpose.

The interest due to the Bank and to the members on their investment (at 6%) will be paid annually by the Society. The members will, in addition, receive wages at the rate of Rs. 120/- p.m. The repayment of the loan will be made at not less than the following rates:—

1st year	15%
2nd year	15%
3rd year	25%
4th year	25%
5th year	20%

No separate provision is necessary for depreciation. Smaller instalments have been fixed for the 1st two years to give the society time to settle down. It is hoped that even after paying the loan granted to them by the Bank as proposed above and after meeting the running expenses, interest charges to the Bank and interest on the investment made by members, the society will be able to make a profit of at least Rs. 250/- per month on each vehicle. A part of this money can be distributed to the members and a part invested in the society so that after a period of five years the loan required for purchasing new vehicles may be much smaller.

Selection of Members

Selection of members will be made by a Board headed by the Transport Commissioner of the State with the Director of Employment Exchanges and one or two other officers nominated by the State Government as members. In making the selection, preference

will be given to those who already know driving, possess experience of operating goods transport services or are qualified mechanics so that the time required for their training may be reduced.

Training

The training should be so arranged that any member of the society is able to perform the duties of any other member. This is basic to the scheme and it is for this reason that every member is given the same wages. Therefore the training should cover all aspects of the business e.g. driving, maintenance operation, keeping of accounts etc. and may be arranged either at the Training Centres set up by the Central Ministry of Labour & Employment or in the Transport Undertaking of the State concerned. During the period of training, the members of the Society will be given a stipend of Rs. 50 p.m. each by the State Government which amount will be reimbursed to the State Government by the Government of India.

In the case of persons who have some experience of the trade, training for six months will suffice. In other cases the training may have to be extended upto one year.

APPENDIX II

Ministry of Home Affairs O.M. No. 60/59-Ser. Reorg. dated the 2nd August, 1960 regarding Pay Commission's recommendations on classification of offices in Attached and Subordinate Offices.

The undersigned is directed to forward herewith extracts from Chapter XII of the Report of the Commission of Enquiry on Emoluments and Conditions of Services of Central Government Employees 1957-58, wherein the Commission have made the following recommendation:

- (i) Classification of offices into Attached and Subordinate offices should be made on a functional basis, adopting broadly the following criteria:—
 - (a) Offices which are closely and directly associated with the Ministries or Departments of the Government of India in the shaping of policies by furnishing essential technical data and advice and providing executive directions to the Departments etc., which are responsible for implementing the policies or decisions of the Government, should be regarded as Attached Offices; and
 - (b) Departments or offices which are responsible mainly for the execution of policies and programmes of the Government should be regarded as Subordinate Offices.
- (ii) The feasibility of introducing an arrangement under which the Secretariat and Attached Offices may be combined into a single headquarters organisation with a common "office" may be examined.

The Estimates Committee while commenting upon the relationship between the officers on the Secretariat side with those on the technical side in attached offices had also made a similar suggestion in paras 76 and 77 of their 60th Report.

2. The Government of India have decided that the recommendations of the Pay Commission in this regard should be accepted and that the classification of all offices to be set up in future into Attached Offices, Subordinate Offices etc., etc. should be done in consultation with the O. & M. Division, Special Reorganisation Unit of the Ministry of Finance and the Ministry of Home Affairs.

3. It is also suggested that the Ministry of Defence, etc., may, in consultation with the O. & M. Division and the Special Reorganisation Unit of the Ministry of Finance, who have been conducting organisational analysis in respect of certain organisations, review the organisational pattern of the existing offices under them and consider what changes therein are called for in the light of the recommendations of the Estimates Committee and the Pay Commission.

Sd/- (T. C. A. SRINIVASAVARADAN),
Dy. Secretary to the Govt. of India.

To

All Ministries.

CHAPTER XII

OFFICE STAFF OUTSIDE THE SECRETARIAT

* * * *

The Varadachariar Commission recommended that the “artificial” distinction of status between Attached and Subordinate Offices should be abolished and that offices should be regrouped into (a) policy making organisations (i.e. Secretariat proper), (b) offices of the executive heads and advisory organisations, and (c) offices subordinate to those in groups (a) and (b). It was further recommended that any office considered important enough to be classed with the Secretariat should be absorbed in the Secretariat, but an artificial Secretariat status need not attach to important executive heads, who should be free to deal with the Secretary or the Minister.

Though the traditional classification of offices still continues, the complexion of the problem has changed with the constitution of certain Services for the Central Secretariat and the provision for including in the Schemes of these services even non-Secretariat offices. All except a few of the Attached Offices and some of the Subordinate Offices, have been included in these Schemes; and for staffs in such offices the classification or status of the offices has ceased to be of any significance as the Secretariat scales of pay apply to them.

3. We do not propose to go into the merits of the existing classification of offices, but in view of its bearing on pay scales we would suggest that it should be made on a functional basis, adopting broadly the following criteria:

- (i) Offices which are closely and directly associated with the Ministries or Departments of the Government of India in the shaping of policies by furnishing essential technical data and advice, and providing executive directions to the Departments etc., which are responsible for implementing the policies or decisions of the Government, should be regarded as Attached Offices; and
- (ii) Departments or offices which are responsible mainly for the execution of policies and programmes of the Government should be regarded as Subordinate Offices.

4. While on this subject we wish to make a suggestion which, though not directly related to questions we have been asked to enquire into, appears to us, in the light of our study of the organisation and staffing of the Central Government, to merit consideration. The standard arrangement at present is that a Ministry and each of its Attached Offices has its own separate ‘office’; and correspondence between the Ministry and an Attached Office is normally carried on through self-contained communications. There are some variations

from the standard arrangement, however, each of them designed to facilitate a smoother or more expeditious transaction of business in the Ministry concerned. The most notable among the variations is the arrangement between the Ministry of Communications and the Director General of Posts and Telegraphs; and we suggest that the Government may have the feasibility of introducing a similar arrangement in other Ministries examined. The arrangement in brief is that the Secretariat and the Attached Offices are combined into a single headquarters organisation; a common 'office' serves the Secretariat Officers as well as the head of Department; there is only one file bureau, and all references, including precedents, whether required by the head of Department or by the Secretariat officers are put up by the same dealing hand and Section Officer. At the Secretariat level, all noting is done by officers of and above the rank of Under Secretary, who have no exclusive 'office' staff apart from Steno-graphers or Steno-typists. Such an arrangement avoids duplication of work, economies on office staff, and is conducive to speedy despatch of business.

APPENDIX III

Analysis of the action taken by Government on the recommendations contained in the 60th Report of the Estimates Committee (First Lok Sabha).

I.	Total number of recommendations made	30.
II.	Recommendations accepted fully by Government (<i>Vide</i> recommendations in Chapter II)	
	Number	6
	Percentage to total	20%.
III.	Recommendations accepted by the Government partly or with modification (<i>Vide</i> recommendations Nos. 1, 6, 7, 10, 11, 12, 14, 18, 22, 23, 27 and 28 in Chapter III)	
	Number	12
	Percentage to total	40%.
IV.	Recommendations not accepted by Government but reply in respect of which has been accepted by the Committee (<i>Vide</i> recommendations Nos. 15, 16, 17 and 25 in Chapter III)	
	Number	4
	Percentage to total	13·33%.
V.	Recommendations in respect of which replies of Government have not been accepted by the Committee (<i>Vide</i> recommendations in Chapter IV)	
	Number	7
	Percentage to total	23·33%.
VI.	Recommendations in respect of which replies/final replies of Government have not been received (<i>Vide</i> recommendations in Chapter V)	
	Number	1
	Percentage to total	3·33%

LIST OF AUTHORISED AGENTS FOR THE SALE OF PARLIAMENTARY PUBLICATIONS OF THE LOK SABHA SECRETARIAT, NEW DELHI-I.

Agency No.	Name and address of the Agent	Agency No.	Name and address of the Agent	Agency No.	Name and address of the Agent
1.	Jain Book Agency, Connaught Place, New Delhi.	20.	The English Book Store, 7-L, Connaught Circus, New Delhi.	37.	Amar Kitab Ghar, Diagonal Road, Jamshedpur-1
2.	Kitabistan, 17-A, Kamla Nehru Road, Allahabad.	21.	Rama Krishna & Sons, 16-B, Connaught Place, New Delhi.	38.	Allied Traders, Motia Park, Bhopal.
3.	British Book Depot, 84, Hazratganj, Lucknow.	22.	International Book House, Private Ltd., 9, Ash Lane, Bombay.	39.	E. M. Gopalkrishna Kone, (Shri Gopal Mahal) North Chitrai Street, Madura.
4.	Imperial Book Depot, 266, Main Street, Poona Camp.	23.	Lakshmi Book Store, 42, M. M. Queensway, New Delhi.	40.	Friends Book House, M.U., Aligarh.
5.	The Popular Book Depot (Regd.), Lamington Road, Bombay-7.	24.	The Kalpana Publishers, Trichinopoly-3.	41.	Modern Book House, 286, Jawahar Ganj, Jabalpur
6.	H. Venkataramiah & Sons, Vidyaniidhi Book Depot, New Statue Circle, Mysore.	25.	S. K. Brothers, 15A/65, W.E.A., Karol Bagh, New Delhi-5.	42.	M. C. Sarkar & Sons (P) Ltd., 14, Bankim Chatterji Street, Calcutta-12.
7.	International Book House Main Road, Trivandrum	26.	The International Book Service, Deccan Gymkhana, Poona-4.	43.	People's Book House, B-2-829/1, Nizam Shahi Road, Hyderabad Dn.
8.	The Presidency Book Supplies, 8-C, Pycroft's Road, Triplicane, Madras-5.	27.	Bahri Brothers, 188, Lajpat Rai Market, Delhi-6.	44.	W. Newman & Co. Ltd., 3, Old Court House Street, Calcutta.
9.	Atma Ram & Sons, Kashmere Gate, Delhi-6.	28.	City Booksellers, Sohan-ganj Street, Delhi.	45.	Thacker Spink & Co. (1933) Private Ltd., 3, Esplanade East, Calcutta-1
10.	Book Centre, Opp. Patna College, Patna.	29.	The National Law House, Near Indore General Library, Indore.	46.	Hindustan Diary Publishers, Market Street, Secunderabad.
11.	J. M. Jaina & Brothers, Mori Gate, Delhi-6.	30.	Charles Lambert & Co., 101, Mahatma Gandhi Road, Opp. Clock Tower, Fort, Bombay.	47.	Laxmi Narain Aggarwal, Hospital Road, Agra.
12.	The Cuttack Law Times Office, Cuttack-2.	31.	A. H. Wheeler & Co. (P) Ltd., 15, Elgin Road, Allahabad.	48.	Law Book Co., Sardar Patel Marg., Allahabad.
13.	The New Book Depot, Connaught Place, New Delhi.	32.	M. S. R. Murthy & Co., Visakhapatnam.	49.	D. B. Taraporevala & Sons Co. Private Ltd., 210, Dr. Naoroji Road, Bombay-1.
14.	The New Book Depot, 79, The Mall, Simla.	33.	The Loyal Book Depot, Chhipi Tank, Meerut.	50.	Chanderkant Chiman Lal Vora, Gandhi Road, Ahmedabad.
15.	The Central News Agency, 23/90, Connaught Circus, New Delhi.	34.	The Good Companion, Baroda.	51.	S. Krishnaswamy & Co., P.O. Teppakulam, Tiruchirapalli-1
16.	Lok Milap, District Court Road, Bhavnagar.	35.	University Publishers, Railway Road, Jullundur City.	52.	Hyderabad Book Depot, Abid Road (Gun Foundry), Hyderabad.
17.	Reeves & Co., 29, Park Street, Calcutta-16.	36.	Students Stores, Raghunath Bazar, Jammu-Tawi.	53.	(R) M. Gulab Singh & Sons (P) Ltd., Press Area, Mathura Road, New Delhi.

Agency No.	Name and address of the Agent	Agency No.	Name and address of the Agent	Agency No.	Name and address of the Agent
54. (R)	C. V. Venkatachala Iyer, Near Railway Station, Chalakudi (S.I.).	68.	Oxford Book & Stationery Co., Scindia House, Connaught Place, New Delhi.	81.	Mittal & Co., 85-C, New Mandi, Muzaffar Nagar (U.P.).
55. (R)	The Chindambaram Provision Stores, Chindambaram.	69.	Makkala Pustaka Press, Balamandira, Gandhinagar, Bangalore-9.	82.	Firma K. L. Mukhopadhyay, 6/1A, Banchharam Akkur Lane, Calcutta-12.
56. (R)	K. M. Agarwal & Sons, Railway Book Stall, Udaipur (Rajasthan).	70.	Gandhi Samriti Trust, Bhavnagar	83.	Freeland Publications (P) Ltd., 11-A/16, Lajpat Nagar, New Delhi-14.
57. (R)	The Swadesamitran Ltd., Mount Road, Madras.	71.	People's Book House, Opposite Jaganmohan Palace, Mysore-1.	84.	Goel Traders, 100-C, New Mandi, Muzaffar Nagar (U.P.)
58.	The Imperial Publishing Co., 3, Faiz Bazar, Daryaganj, Delhi-6.	72.	'JAGRITI', Bhagalpur-2 (Bihar).	85.	Mehra Brothers, 50-G, Kalkaji, New Delhi-19.
59.	The High Commission of India Establishment Deptt, Aldwych, London, W.C.-2.	73.	The New Book Company (P) Ltd., Kitab Mahal, 188-90, Dr. Dadabhai Naoroji Road, Bombay.	86.	The Krishna Book Depot Publishers, Booksellers, Stationers & News Agents, Main Bazar, Pathankot, (E.P.)
60.	Current Book Stores, Maruti Lane, Raghunath Dadaji Street, Bombay-1.	74.	The English Book Depot, 78, Jhoke Road, Ferozepore Cantt.	87.	Dhanwantra Medical & Law Book House, 1522, Lajpat Rai Market, Delhi-6.
61.	International Consultants Corporation, 48C, Marredpally (East), Secunderabad-3 (A.P.)	75.	Minerva Book Shop, 9, Jor Bagh Market, New Delhi-3.	88.	The United Book Agency, 48, Amritkaur Market, Paharganj, New Delhi.
62.	K.J. Aseervandam & Sons, Cloughpet, P.O. Ongole, Guntur Distt. (Andhra).	76.	People's Publishing House, Rani Jhansi Road, New Delhi-1.	89.	Pervaje's Book House, Book Sellers & News Agents to Koppikar Road, Hubli.
63.	The New Order Book Co., Ellis Bridge, Ahmedabad-6.	77.	Shri N. Chaoba Singh, Newspaper Agent, Ramlal Paul High School Annexe, Imphal, Manipur.	90.	B. S. Jain & Co., 71, Abupura, Muzaffarnagar (U.P.).
64.	The Triveni Publishers, Magulipatnam.	78.	Minerva Book Shop, The Mall, Simla-1.	91.	Swadeshi Vastu Bhandar, Booksellers, Jamnagar.
65.	Deccan Book Stall, Ferguson College Road, Poona-4.	79.	Universal Book Company 20, Mahatma Gandhi Marg, Allahabad.	92.	Bhogilal L. Fanna, Book-stall Contractor, Railway Junction, Rajkot.
66.	Jayana Book Depot, Chaparwala Kuan, Karol Bagh, New Delhi-5.	80.	Madhya Pradesh Book Centre, 41, Ahilya Pura, Indore City (M.P.).	93.	Sikh Publishing House (P) Ltd., 7-C, Connaught Place, New Delhi.
67.	'Bookland' 663, Madar Gate, Ajmer (Rajasthan).				