

# RAILWAY CONVENTION COMMITTEE, 1973

## FOURTH REPORT

(Action taken by Government on the recommendations  
contained in the Third Report of the Railway Con-  
vention Committee, 1971 on Commercial and  
Allied Matters, Part-II )



LOK SABHA SECRETARIAT  
NEW DELHI

December, 1974/Agrahayana, 1896 (Saka)

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4TH REPORT OF THE RAILWAY CONVENTION COMMITTEE, 1973.  
(Presented on 20.12.1974)

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COMMITTEE, 1973**

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2. Shri Jagadish Bhattacharya
3. Shri Chandrika Prasad
4. Shri C. Subramaniam\*
5. Shri S. A. Kader
6. Shri M. Kalyanasundaram
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8. Shri Mukhtiar Singh Malik
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19. Shri Kota Punnaiah
20. Shri Nageshwar Prasad Shahi
21. Shri Gunanand Thakur\*\*

**SECRETARIAT**

Shri Avtar Singh Rikhy—*Additional Secretary.*

Shri Jainti Prasad Goel—*Senior Financial Committee Officer.*

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\*Nominated on 5th December, 1974 *vice* Shri Y. B. Chavan *resigned* from the Membership of the Committee.

\*\*Nominated on 9th May, 1974 *vice* Dr. Bhai Mahavir retired from Rajya Sabha and Sarvashri H. D. Malaviya and Mohd. Usman Arif *resigned* from Membership of the Committee.

## INTRODUCTION

I, the Chairman Railway Convention Committee, 1973 having been authorised by the Committee, present this Fourth Report of the Railway Convention Committee, 1973 on the action taken by Government on the recommendations contained in the Third Report of the Railway Convention Committee, 1971 on "Commercial & Allied Matters (Part I)".

2. The Third Report of the Railway Convention Committee, 1971 was presented to both the Houses of Parliament on the 23rd February, 1973. Government furnished their replies indicating the action taken on the recommendations contained in the Report on the 13th December, 1973, 3rd May, 28th May, 17th June, 16th July and 25th July, 1974. At their sitting held on the 20th November, 1974 the Committee considered Government's replies and finalised their comments thereon. The Committee also considered and approved draft Chapter—I of the Report.

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

- I. Report
- II. Recommendations which have been accepted by Government.
- III. Recommendations which the Committee do not desire to pursue in view of Government's replies.
- IV. Recommendations in respect of which Government's replies have not been accepted by the Committee.

4. An analysis of the action taken by Government on the recommendations contained in the Third Report of the Railway Convention Committee, 1971 is given in Appendix. It would be observed therefrom that out of 132 recommendations made in the Report, 108 recommendations i.e. 81.8 per cent have been accepted by the Government and the Committee do not desire to pursue 14 recommendations



(vi)

i.e. 10.6 per cent, in view of Government's replies. The replies of the Government in respect of 10 recommendations i.e. 7.6 per cent have not been accepted by the Committee.

NEW DELHI;  
December 9, 1974.  

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Agrahayana 18, 1896 (S).

B. S. MURTHY,  
Chairman.  
Railway Convention Committee.

## CHAPTER I

### REPORT

#### **ticketless travel (S. Nos. 2 and 5)**

The Railway Convention Committee, 1971 had recommended in paragraph 2.35 of their Third Report that surveys in regard to the incidence of ticketless travel should be carried out at least once in two or three years so that effective measures could be devised to check ticketless travelling. Relying upon the observations of the Estimates Committee (Third Lok Sabha), the Ministry have decided to conduct such surveys once in every five years.

2. In paragraph 2.38 of the Third Report, the Railway Convention Committee, 1971 had further recommended that special checks should be carried out at least once a year in all the States as a deterrent against the evil of ticketless travel. The Committee have been informed that within the constraint of law and order situation and the availability of the police force and civil assistance, joint State Government/Railway drives are conducted in every State as often as possible.

3. In view of the fact that the financial position of the Railways has been continuously worsening over the last several years, the Committee consider that surveys regarding ticketless travel on which the Railways are stated to be losing at least about Rs. 12 crores per year, need to be carried out more frequently to facilitate timely remedial measures being taken.

4. The Committee are not satisfied with the general statement made by the Railways that special intensive checks are conducted in every State as often as possible. They would like to reiterate the need for carrying out such checks in all the States at least once a year. They would also urge that particular attention should be focussed during such drives on areas where the evil of ticketless travelling is prevalent in an endemic form and which are known to the Railways.

#### **Booking facilities (S. No. 15)**

5. The Railway Convention Committee, 1971, in paragraph 2.66 of their Third Report had observed that the long queues at third class

booking counters of busy stations practically throughout the year, were indicative of the fact that not much improvement had been made in the system of issuing tickets. They had, therefore, desired that apart from opening the booking windows sufficiently in advance of the train time to avoid last minute rush and opening of more windows, where necessary, the process of issuing of tickets should be streamlined and speeded up. It had also been suggested by the Committee that the Railways should undertake a scientific study of the problem keeping in view the manner in which it has been tackled in other countries so as to rationalise and streamline the system.

6. In their reply the Ministry of Railways have stated that the arrangements for issuing tickets are kept under constant review and various measures such as opening of additional booking counters, re-arrangement of booking work at existing counters in accordance with important streams of traffic, adoption of work study methods to streamline the procedure for issue of tickets to reduce the waiting time in queue, deployment of volunteers on honorarium basis during peak rush hours and provision of ticket machines at busy stations on suburban sections, are adopted to facilitate easy availability of tickets.

7. As regards the study of the existing booking arrangements in foreign countries, the Committee have been informed that the recommendations of the Committee of Members of Parliament on Reservations and Bookings which has been entrusted to study the existing booking arrangements on Indian Railways in all aspects, are still awaited and that further action will be taken in the light of recommendations of the Committee.

8. The Committee reiterate the recommendations made by the previous Railway Convention Committee and desire that the Railways should gather factual data and information about the procedure followed in other countries for issue of tickets with a view to see how best the existing system could be streamlined and rationalised in the interest of better service to IIIrd class (now IInd Class) passengers.

**Railway Protection Force and Government Railway Police (S. Nos. 79 and 95)**

9. In paragraph 4.51 of the Third Report the Railway Convention Committee, 1971 had drawn attention to the observations of the then Minister of Railways admitting the existence of a diarchy between the Government Railway Police and the Railway Protection Force and his resolve to build up a Task Force so as to make this Force (the Railway Protection Force) really effective.

10. In their reply, the Ministry of Railways have stated that the proposal to set up a Unitary Police Force on the Railways was first mooted by the High Powered Committee on Security and Policing on the Railways in their Report submitted in 1968. Being a State subject, setting up of such an Unitary Force was not considered possible without amending the Constitution. However, it was proposed to get this matter re-examined in consultation with the Ministry of Law.

11. From the latest information now furnished to them, the Committee find that the matter is still pending with the Ministry of Railways and that no conclusive action has been taken. The Committee would like Government to finalise this matter expeditiously.

12. In paragraph 4.88 of the above-mentioned Report, the Railway Convention Committee, 1971 had further recommended that in the overall interest of effective functioning of the Police Forces on Railways, it would be appropriate if the confidential reports of the gazetted personnel of the Government Railway Police were recorded by the D.I.G., Railways in consultation with the Chief Security Officer of the Zonal Railways.

13. In their reply, the Ministry of Railways have *inter alia* stated that it may not be conducive to the independence and administrative integrity of the Police Force if its officers write the reports of the personnel on the advice of Railway officers.

14. The Railway Convention Committee, 1971 had in paragraphs 4.28 and 4.29 of their Third Report drawn attention of the Ministry to the observations contained in the Report of the High Powered Committee on Security and Policing on Railways to the effect that the quality of Government Railway Police personnel left much to be desired and that the best officers and men were reluctant to join this Force. It had also been pointed out in paragraphs 3.175 to 3.183 of the Report of the Railway Convention Committee, 1971 that while the record of convictions secured by the Government Railway Police had been far from impressive, there was a proposal to share the cost of maintaining this Force on 50:50 basis by the State Governments and the Railway Administration.

15. The Committee consider that if the Government Railway Police personnel have to be inculcated with a sense of involvement with the Railways whose public interests they are required to subserve, it is necessary that the Railway Administration should have some say in the matter. This can be secured in one way by requiring that the

confidential reports of the Gazetted personnel are written in consultation with the Chief Security Officer of the Railways. Pending a decision on the question of having a unified Police Force, this is the least that could be done to improve matters. The Committee would, therefore, reiterate the recommendation of the previous Committee. They feel that this would make for better coordination and more efficient functioning of the Government Railway Police.

Settlement of Claims (S. Nos. 105—107, 112 and 113)

16. The Railway Convention Committee, 1971 had expressed concern that in the case of five out of nine Zonal Railways viz. the Central, Eastern, Northern, North Eastern and South Eastern Railways, the average time taken in settlement of claims had gone up during the last 3 years (ending 1971-72) and that it far exceeded the average time of 30 days laid down by the Railway Board.

17. In their reply, the Railway Board have informed the Committee that the registration of new claims was now showing a declining trend and it was expected that this would, in the long run, help in more expeditious disposal of claims cases. They have added that the Eastern, South-Eastern and North-Eastern Railways on which the average time of disposal is very high, have been specially asked to take effective steps to curtail procedural delays and speed up settlement.

18. From the data furnished to them for the three years ending 1972-73, the Committee find that the position has further deteriorated on the above three Railways viz. Eastern, South-Eastern and North Eastern Railways and that it is worst on the N.E. Railway where the average time taken has gone up from 37 days in 1970-71 to 79 days in 1972-73. It is obvious that the steps taken to curtail procedural delays and speed up settlement have failed to produce results on these Railways. The Committee would like the Railway Board to take a serious note of this situation, take effective measures for speedy clearance of pending cases and fix responsibility for delays in settlement of claims.

19. Referring to the setting up of intermediary agencies for dealing with and expediting the settlement of claims of their clients, the Railway Convention Committee, 1971 had, in paragraphs 5.87 to 5.88 of the Third Report, further observed that this was indicative of the failure of the Railways to ensure quick and fair settlement of the claims. They had urged the Ministry to apply their mind seriously to tone up the system. They had observed that the performance of

the staff in the Commercial Department needed a close watch and persons found guilty of corrupt practices should be dealt with a heavy hand.

20. In reply the Committee have been informed that it is not the policy of the Railway Board to encourage claims agencies and that it is for their own convenience that certain claimants appoint agents to handle this work. The Board have added that Railways have again been advised to streamline the procedure of registration, verification and investigation so that claims may be settled more expeditiously and that stern action is taken against staff found guilty of corrupt practices.

**21. In view of the key role played by the Commercial Department in securing more traffic to the Railways and thereby augmenting their earnings and also in projecting the image of the Railways as a reliable and efficient carrier of public goods, the importance of fair and speedy settlement of claims cases cannot be over-emphasised. They would, therefore, once again impress upon the Ministry the need to tone up the working of this Department in the interest of winning and sustaining railway users' confidence in their services.**

## **CHAPTER II**

### **RECOMMENDATIONS WHICH HAVE BEEN ACCEPTED BY THE GOVERNMENT**

#### **Recommendation (S. No. 1, Para No. 2.34)**

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

#### **Reply of Government**

Instructions have been issued to the Zonal Railways to undertake a fresh survey of ticketless travel. The results of the survey will be analysed after the survey is over and further action as indicated, will be taken.

[M/o Railways (Railway Board) O.M. No. 73-B (RCC)-4226 dated the 13th December, 1973.]

#### **Further information called for by the Committee**

Please intimate the findings of the fresh survey of ticketless travel undertaken by the Zonal Railways and the action taken in pursuance thereof. (L.S.S. O.M. No. 14/73-RCC dt. 11-4-1974).

#### **Reply of Government**

The survey to assess the extent of ticketless travel has so far been completed by six Zonal Railways and is still under way on the North

†

**Eastern, Southern and Western Railways.** The results of the survey will be analysed after it is completed by all the Zonal Railways and suitable remedial action will be taken on the basis of these results. The findings of the survey will be advised to the Committee as soon as they are compiled and analysed.

[Ministry of Railways (Railway Board) O.M. No. 73-B(RCC)-4223|  
Part I dated 3-5-1974].

### **Comments of the Committee.**

The Survey Reports in respect of the North Eastern, Southern and Western Railways may be expedited, and the results of the survey communicated to the Committee as early as possible.

### **Recommendation (S. No. 3, Para No. 2.36)**

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

### **Reply of Government**

In accordance with the existing practice obtaining in the Ministry of Railways, Consultants in the country are approached to conduct studies on specific Railway problems. Before, however, a study is entrusted to them, they are requested to submit a preliminary report to enable this Ministry know whether they would actually be able to undertake a useful study on the subject.

2. The Indian Statistical Institute was entrusted the Study on coal movement on the Railways on 1st January 1973, and stipulated date for its completion is 31st August 1973. Thus the study is still in progress. The results achieved by the study would only be evaluated



on full implementation of accepted recommendations made in the study. The Committee's observations in regard to entrusting future such studies are noted for guidance.

[Ministry of Railways (Railway Board) O.M. No. 73-B (RCC)-4226 of the 13th December, 1973.]

#### **Further information called for by the Committee**

(i) Please state if the Ministry have evaluated the results of the study undertaken by the Indian Statistical Institute in regard to coal movement on the Railways. If so, what are the findings thereof?

(ii) Please intimate whether a firm decision has since been taken to entrust the task of assessing the incidence of ticketless travel to the Indian Statistical Institute. If so, by what time the results of this study are expected to be available.

(L.S.S. O.M. No. 1473-RCC dated 11-4-1974)

#### **Reply of Government**

(i) The report furnished by the Indian Statistical Institute in January, 1974 pertaining to coal loading in Bengal-Bihar fields and servicing by goods trains at Shalimar and Madras terminals is still under examination in consultation with the Southern, South Eastern and Eastern Railways. On receipt of their comments, which are awaited, it is proposed to hold a seminar in Board's office, as advised earlier, to discuss the recommendations made and decide the follow-up action.

(ii) The question of entrusting the task of assessing the incidence of ticketless travel to the Indian Statistical Institute has been considered but it has been decided that this is not necessary, as the Railways have the necessary expertise on the subject.

[Ministry of Railways (Railway Board) O.M. No. 73-B(RCC)-4223/1 dated 28-5-1974.]

#### **Recommendation (S. No. 4. Para 2.37)**

"While commending the steps taken by the Ministry to curb the evil of ticketless travel during the last three years, the Committee consider that there is no room for complacency on this account as even by present estimates the extent of ticketless travel

is between 3 and 4 percent. Reckoned on the basis of passenger earnings during 1971-72, the loss would still be of the order of about Rs. 12 crores."

### **Reply of Government**

It is agreed that there is no room for complacency and the Railways are further intensifying the efforts to reduce this menace to the minimum. The position is under continuous watch and action as deemed necessary will be taken from time to time. A fresh assessment to gauge the extent of ticketless travel is also underway.

[Ministry of Rlys (Rly Board) O.M. No. 73-B(RCC)—4226  
dt. the 13th Dec., 1973.]

### **Recommendation (S. No. 6) Para No. 2.39**

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

### **Reply of Government**

Instructions have already been issued to the Railways that based on the experience gained during the conduct of massive checks operations, Railways should make out a list of sections/stations where the incidence of ticketless travel is high and concentrate their drive against ticketless travel on these sections/stations with adequate strength of RPF/GRP & Magistrates so that the impact of these checks on the sections is maintained.

[Ministry of Rlys (Rly Board) O.M. No. 73-B(RCC)—4226  
dt. the 13th Dec., 1973.]

### **Recommendation (S. No. 7, Para No. 2.40)**

The Committee recommend that the Railways should launch a vigorous publicity drive through the various media of mass communication. Increasing use should be made of TV as a medium of audio-visual education in areas where this facility is available. The Commercial Services of All India Radio may also be utilised for the purpose in an effective manner. Besides, the facility of making announcements at big stations regarding arrival/departure of trains etc. may also be utilised for educating the passengers about travelling with proper tickets on the trains.

## **Reply of Government**

Suggestions made in the recommendation have been noted for guidance. The following steps have, however, already been taken and continue to be taken, to educate the public to travel with proper tickets:—

1. **Educative publicity through newspapers, journals, TV network in Delhi and Bombay and the Commercial service of All India Radio.**
2. **Display of posters.**
3. **Publication and distribution of brochures, pamphlets, folders, etc.**
4. **Utilisation of public address system installed at railway stations for announcement of social education slogans, which include those on ticketless travelling.**
5. **Lectures by railway officials in schools/colleges at suitable intervals.**
6. **Tours of students to railway installations to inculcate in them an appreciation of railway problems.**
7. **Screening of films.**
8. **Contribution of articles in children's magazines.**
9. **Radio talks.**

Instructions have been re-iterated to the Zonal Railways to educate the public to travel with proper tickets by making extensive use of various mass communication media, particularly the All India Radio and the TV (wherever this medium is available at present)."

[M]o Rlys. (Rly. Board) O.M. No. 73-B (RCC)—4226  
dt. the 13th Dec., 1973.]

### **Recommendation (S. No. 8, Para No. 2.41)**

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

### Reply of Government

The State Governments have already been requested to extend their co-operation by making suitable propaganda and urging the Social Service Organisations, Heads of Educational Institutions and the student community to help the Railways in checking ticketless travel. The Railway Administrations have also been asked to supply the posters for display in various offices and institutions in the States. They have also been asked to pursue with the State Governments concerned regarding the progress of action taken by the State Governments.

[M/o Rlys. (Rly. Board) O.M. No. 73-B(RCC)—4226  
dt. the 13th Dec., 1973.]

### Recommendations (S. No. 9, Para No. 2.42)

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

### Reply of Government

Instructions have already been issued to the Railways that deterrent punishment should be meted out to those who indulge in corrupt practices like conniving in ticketless travel.

[M/o Rlys. (Rly. Board) O.M. No. 73-B(RCC)—4226  
dt. the 13th Dec., 1973.]

### Recommendation (S. No. 10, Para No. 2.43)

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

### Reply of Government

Instructions already exist that in the case of Government Servants detected travelling without tickets, not only should they be charge fare and penalty but whenever their identity becomes known, the matter should also be reported to the controlling authority for necessary disciplinary action.

The Railways have also been advised to give publicity to persons prominent in public or social life who are found travelling without tickets or with improper tickets.

[M/o Rlys. (Rly. Board) O.M. No. 73-B(RCC)—4226  
dt. the 13th Dec., 1973.]

### Recommendation (S. No. 11 Para No. 2.44)

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

### Reply of Government

Noted. Further action as desired is being taken.

[M/o Rlys. (Rly. Board) O.M. No. 73-B(RCC)—4226  
dt. the 13th Dec., 1973.]

### Further information called for by the Committee

Please indicate the precise action taken to improve the lock-up facilities and whether the same are now adequate.

[LSS O.M. No. 1/4/73-RCC dt. 11.4.1974]

### Reply of Government

In the light of the recommendation made by the Committee in para 2.44 of their Third Report, the Railway Administrations were asked to give priority to the provision of adequate lock-up accommodation at Stations. Accordingly, a quick review has been made by the Railway Administrations. Apart from facilities that have already been augmented at 22 stations, the review so far made has brought out the need for providing/augmenting lock-up facilities at about 141 Stations. Proposals to improve these facilities at 101 Stations are being drawn up for inclusion in the Works Programmes

subject to availability of funds. In respect of other stations also, where the existing facilities have been found to be inadequate, the question of improving the facilities is being examined by the Railway Administrations in consultation with the Government Railway Police authorities.

[Ministry of Rlys. (Rly. Board) O.M. No. 73-B (RCC—4223|I  
dt. 16-7-1973:]

### **Recommendation (S.No. 12, Para No. 2.47)**

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

### **Reply of Government**

In order to educate the students against ticketless travel and to wean them away from this evil practice the following action has already been taken:—

- (i) Cases of ticketless travel by students are being brought to the notice of Heads of Educational Institutions concerned for necessary action.
- (ii) Railway Officers both serving and/or retired, visit educational institutions at frequent intervals and deliver lectures to students about the evils of ticketless travel.
- (iii) Students are regularly associated with the ticket checking campaign.
- (iv) The Railway Administrations have been instructed to organise seminars on ticketless travel associating the heads of educational institutions of the area so that they

will be able to influence the students not to indulge in ticketless travel.

- (v) The Ministry of Education have been requested to include suitable lessons in the text books of primary classes so that the students of impressionable age realise the evils of ticketless travel.
- (vi) State governments have been requested to extend their cooperation by making suitable propaganda and urging the Social Service Organisations, Heads of Educational Institutions and the Student community to help in checking ticketless travel. The Railway Administrations have been instructed to take follow up action and also provide posters on the evil of ticketless travel for display in offices and institutions in the States.

Railway Administrations are again being instructed to take up the matter with the State Governments to ensure that necessary steps taken by the States in this regard.

[Ministry of Railways (Railway Board) O.M. No. 73-B(RCC)-4226 dt. the 13th December, 1973.]

#### **Further information called for by the Committee**

Please intimate whether Railway Administrations have since taken up the matter with the State Governments and if so, the concrete measures aken by them in pursuance thereof.

[L.S.S. O.M. No. 1/4/73-RCC dt. 11-4-1974]

#### **Reply of Government**

The Railway Administrations have since ~~taken~~ up the matter with the State Governments requesting ~~them~~ to extend their cooperation by making suitable propaganda ~~against ticketless travel~~ and by urging the Social Service Organisations, Heads of Educational Institutions and the student community to extend their cooperation to the Railways in checking ticketless travel. However, complete replies from many of the State Governments are still awaited. The replies so far received indicate that the following concrete measures have been and are being taken:—

- (i) Special posters highlightning the evil of ticketless travel have been prepared by the South Eastern Railway and these posters have been distributed by the State Governments of Andhra Pradesh, Orissa and West Bengal to

Social Service Organisations and Heads of Educational Institutions for display among the student community etc. Similar posters are also being supplied by the Southern Railway to the State Governments traversed by that Railway for display among the student community etc.

(ii) A proposal for inclusion of suitable lessons in the Text Books of Primary classes is under the consideration of the Text Book Revision Committee in the States of West Bengal and Uttar Pradesh. The State Governments of Tamil Nadu, Kerala, Andhra Pradesh and Karnataka have also been approached by the Southern Railway with the proposal for inclusion of suitable lessons in the Text Books of High Schools about the evils of ticketless travel and the State Governments have advised that action has been initiated in the matter.

(iii) A number of States such as Madhya Pradesh, Haryana, Punjab, Uttar Pradesh, Maharashtra, Karnataka, Andhra Pradesh and Rajasthan have issued instructions to the educational institutions in their respective States to extend their cooperation to the Railways in their efforts to check ticketless travel and also while railway officials visit these institutions for sale of Season Tickets are delivering lectures on the evil of ticketless travel.

The Ministry of Railways would like to assure the Committee that the matter will be further pursued by the Zonal Railway Administrations with the State Governments to ensure that concrete measures are taken by them in this regard.

[Ministry of Railways (Railway Board) O.M. No. 73-B (RCC)-4223|I dt. 16-7-1974]

#### **Recommendation (S. No. 13, para No. 2.48)**

At the same time, it is necessary to adopt persuasive methods to ensure that the students who have to travel regularly by rail, do so on valid tickets|passes. The cooperation of students school|college authorities should be enlisted in greater measure for the purpose. The experiment of collecting the necessary charges for railway passes along with school fees which is stated to have been tried in Eastern, Northern and North Eastern Railways may be revived and extended to other States where the incidence of ticketless travel by students has been found to be high—In this connection,



the feasibility of the Railway staff visiting the educational institutions meeting their heads and preparing the passes for students needing the same every month, according to a fixed programme, may also be examined. The Committee have no doubt that the facility of getting railway passes issued in this manner, would go a long way in minimising, if not eliminating altogether ticketless travelling among the students in whose names others also defraud the railways and bring bad name to them.

### **Reply of Government**

Railway Officers who visit educational institutions to deliver lectures on the evils of ticketless travel etc., do persuade the students to travel with valid tickets/passes on the Railways. During 1972-73, 163 lectures were delivered in various educational institutions.

Instructions are also being issued to the Railways to enlist cooperation of student unions|parent-Teacher Associations & Educational Authorities in greater measure to ensure that the students do travel with tickets.

As regards sale of season tickets to the students through their educational institutions or by deputing railway staff in the institutions for this purpose, the Railway Administrations have been asked to contact heads of the institutions to seek their cooperation.

[Ministry of Railways (Railway Board) O.M. No. 73-B(RCC)-4226 dt. the 13th December, 1974.]

### **Recommendation (No. 14, Para No. 2.65)**

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

of ticketless travellers, it is in the Railways' own interests to ensure that the inconvenience and hardships faced by the travelling public in purchasing tickets are removed expeditiously.

#### **Reply of Government**

The Committee's observations about Railways undertaking a quick survey of the adequacy of booking windows particularly at important junctions dealing with heavy passenger traffic have been noted for necessary action.

[Ministry of Railways (Railway Board) O.M. No. 73-B(RCC)-4226  
dt. the 13th December, 1973]

#### **Further information called for by the Committee**

Please intimate whether the survey with regard to the adequacy of booking windows and booking clerks, particularly at important junction-stations has since been completed. If so, what are the findings and the action taken in pursuance thereof.

(L.S.S. O. M. No. 14/73-RCC dt. 11-4-1974)

#### **Reply of Government**

Adequacy of booking facilities at all stations in general and important stations in particular is kept under constant review. As a result of the last survey conducted in 1972-73, additional counters were provided at 51 stations and self-printing ticket issuing machines installed at 42 stations.

The results of the survey of 1973-74 have been called for from the railways and will be furnished.

[Ministry of Railways (Railway Board) O.M. No. 73-B(RCC)-4223  
Part I dated 3-5-1974]

#### **Recommendation (S. No. 16, para 2.87)**

Lack of change is also a frequent cause of harassment to the public. The Railway authorities should ensure that adequate change is provided to the booking clerks to facilitate expeditious issue of tickets and obviate hardship to the passengers.

#### **Reply of Government**

The recommendation of the Committee has been noted.

The Railway Administrations have standing instructions to ensure that booking clerks are provided with adequate change. The instructions have been reiterated to the Railways.

[Ministry of Railways (Railway Board) O.M. No. 73-B(RCC)-4226  
dt. the 13th December, 1973.]

**Recommendation (S. No. 17, Para No. 2.68)**

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

**Reply of Government**

Suitable instructions have been issued to the Railway Administrations asking them to open more City Booking Offices/Agencies wherever justified.

[M/o Railways (Railway Board) O.M. No. 73-B (RCC)-4226 dated the 13th December, 1973.]

**Recommendation (S. No. 18, Para No. 269)**

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

**Reply of Government**

Instructions have since been issued to the Railway Administrations that the leave reserve percentages in respect of all categories of staff, including booking clerks, should be brought to the minimum prescribed wherever the same happens to be below that level.

The recommendation of the Committee regarding deployment of surplus staff is noted. The Ministry of Railways would however like to clarify that surplus railway servants are invariably considered for alternative appointments in categories like Booking Clerks, subject to their suitability and after imparting them training, where necessary.

[M/o Railways (Railway Board) O.M. No. 73-B (RCC)-4226 dated the 13th December, 1973.]

**Recommendation (S. No. 19, Para No. 2.70)**

19. The Committee appreciate that idea of requisitioning the services of volunteers from amongst and student sons/daughters and

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

### **Reply of Government**

The recommendation of the Committee has been accepted. The scheme has already been introduced on the Western and Central Railways. On the former, Mobile Booking Clerks have been posted at all stations upto Borivli and at Vasai Road and Virar stations to issue card tickets during peak hours. There are 43 Mobile Booking Clerks working daily and on Sundays and Holidays, their strength is increased to 66. On the Central Railway to expedite booking and eliminate long queues at important stations on the Suburban section, additional booking windows are opened during peak periods on Sundays and Holidays and volunteer ministerial staff are posted for issue of tickets. Other Railways have also been asked to introduce similar arrangements at stations where long queues are noticed. The Committee's observation that care will have to be taken to see that the vested interests do not develop and that the objective of curbing the incidence of ticketless travel is efficiently subserved with due regard to the need for economy has also been brought to the notice of Railways.

[M/o Railways (Railway Board) O.M. No. 73-B (RCC)-4226  
dated the 13th December, 1973.]

### **Recommendation (S. No. 20, Para No. 2.79)**

The Committee consider that the system of checking the entry into railway platforms at busy stations is very loose, if not altogether non-existent. A large number of persons could be effectively stopped from travelling without tickets at the originating point itself if the Railways tightened up the system by effectively fencing off the railway premises at important stations. The Committee would like the Ministry to take necessary steps in this direction and to

impress upon the Railway administrations the need for barring entry into railway platforms to all persons who do not possess either a regular journey ticket or a platform ticket. Surprise checks should be made to ensure that the instructions in this regard are strictly followed by the Railway staff posted at entry gates.

#### Reply of Government

Board have accepted this recommendation and issued suitable instructions to the Railways for tightening up the system by effectively fencing off the railway premises at important stations.

[M/o Railways (Railway Board) O.M. No. 73-B (RCC)-4226 dated the 13th December, 1973.]

#### Recommendation (S. No. 21, Para No. 2.80)

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

#### Reply of Government

The Committee's observations are noted.

To prevent unauthorised persons from gaining entry into station platforms through other points and to make the stations ticket tight, the Railway Administration are already taking the following action—

- (1) Provision of adequate fencing of railway stations on a programmed basis,
- (2) Posting of Ticket Collectors, to man all exit/entry gates,
- (3) at stations where no Ticket Collectors are provided, other literate class IV staff are detailed to check tickets at the ends of platforms and entrances and exits,
- (4) frequent surprise checks are arranged with adequate G.R.P. and R.P.F. personnel and associating students and volunteers of social service organisations in the checks,
- (5) suitable publicity is given and announcements are made on the public address system against passengers resorting to ticketless travel.

The Railways are again being directed to intensify the measures to check unauthorised persons from gaining entry through other points.

[M/o Railways (Railway Board) O.M. No. 73-B (RCC)-4226  
dated the 13th December, 1973.]

**Recommendation (S. No. 22, para No. 2.81)**

'The Committee further recommend that in the interest of service to the public and larger revenues, the Railways should so locate the platform ticket booths that they are easily distinguishable and accessible to the public.'

**Reply of Government**

The recommendation has been accepted. Railways have been asked to review the position in the light of the recommendation and take necessary action.

[M/o Railways (Railway Board) O.M. No. 73-B (RCC)-4226  
dated the 13th December, 1973.]

**Recommendation (S. No. 23, Para No. 2.82)**

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

**Reply of Government**

The Committee's recommendation is accepted. Action is being taken to extend the use of self printing ticket issuing machines at more stations to facilitate easy availability of tickets. As regards coin operated automatic platform tickets issuing machines, the experience of Railways where such machines have been installed is that they go out of order frequently as a result of rough handling by passengers and insertion of spurious coins. The question of improving the mechanism of these machines is under consideration. Meanwhile other steps necessary for improving the existing facilities for issue of platform tickets by re-arrangement of booking work at existing counters, opening of additional counters during peak hours etc. are being taken.

[M/o Railways (Railway Board) O.M. No. 73-B (RCC)-4226  
dated the 13th December, 1973.]

**Recommendation (S. No. 24, Para No. 2.83)**

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

**Reply of Government**

The suggestion is perhaps for a token system of fare collection, which is in vogue in some of the Metropolitan Transport Systems abroad. The question of adopting a similar system in the Calcutta Metro (under construction) is under consideration. However, two problems that have to be sorted out in this connection are the shortage of coins and counterfeiting. Also the adoption of this system is tied up with the adoption of a flat fare structure. These points will be considered at the appropriate stage before completion of the Calcutta Metro Project.

[M/o Railways (Railway Board) O.M. No. 73-B (RCC)-4226 dated the 13th December, 1973.]

**Recommendation (S. No. 25, Para No. 2.105)**

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

**Reply of Government**

The observation made by the Committee is noted.

[M/o Railways (Railway Board) O.M. No. 73-B (RCC)-4226 dated the 13th December, 1973.]

**Recommendation (S. No. 26, Para No. 2.106)**

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

**Reply of Government**

The recommendation made by the Committee has been accepted and instructions have been issued to the Railway Administrations to take necessary remedial measures so as to curb effectively the incidence of ticketless travel on the Branch Lines. The normal checks reveal the incidence of ticketless travel on branch lines also and when a heavy incidence is noticed on any section, this is automatically included in the list of bad sections and efforts concentrated there to eradicate the evil. To the extent it becomes necessary, adjustment of staff is also made.

[M/o Railways (Railway Board) O.M. No. 73-B (RCC)-4226 dated the 13th December, 1973.]

**Recommendation (S. No. 27, Para No. 2.107)**

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

**Reply of Government**

The recommendation made by the Committee has been accepted and necessary instructions have been issued to the Railway Administrations to implement it.

[M/o Railways (Railway Board) O.M. No. 73-B (RCC)-4226 dated the 13th December, 1973.]



**Recommendation (S. No. 28, Para No. 2.108)**

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

**Reply of Government**

The above recommendation has been accepted and necessary instructions have been issued to the Northern Railway to ensure that a larger number of Mail/Express trains are subjected to thorough checking.

[M/o Railways (Railway Board) O.M. No. 73-B (RCC)-4226 dated the 13th December, 1973.]

**Recommendation (S. No. 29, Para No. 2.109)**

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

**Reply of Government**

Instructions already exist that attendants provided in corridor type I Class coaches should be authorised to check tickets of passengers when they enter such coaches to occupy their berths and that the attendant should secure services of a T.T.E. for purpose of realising charges from persons occupying such coaches and travelling without proper ticket or passes.

2. Instructions have also been reiterated to the Railways that the Supervisory staff should conduct surprise checks to ensure that the Attendants of Ist Class Coaches discharge their duties properly in this regard.

[M/o Railways (Railway Board) O.M. No. 73-B (RCC)-4226 dated the 13th December, 1973.]

**Recommendation (S. No. 30, Para No. 2.110)**

"In so far as Suburban Trains are concerned the Committee note that the percentage of trains checked daily is much

less than other passenger trains. The Committee have dealt with this aspect in their Report on "Suburban Services."

### **Reply of Government**

A reply to the point raised by the Committee in their recommendation above, is already covered by the reply given to Recommendation No. 36 of the Second Report of the Committee.

[M/o Railways (Railway Board) O.M. No. 73-B (RCC)-4226 dated the 13th December, 1973.]

### **Recommendation (S. No. 32, Para No. 2.116)**

The Committee note from the reply given to Starred Question No. 304 by the Minister of Railways in the Lok Sabha on the 5th December, 1972 that the Railways are thinking of converting all the trains into vestibuled trains in order to facilitate checking of tickets. The Committee would like the matter to be carefully examined with a view to see whether it would really help in apprehending ticketless travellers and if so, what safeguards would be needed to ensure that the facility of going from one bogie to another in the running train, does not, in fact, operate to the advantage of the ticketless traveller and whether the expenditure incurred would be commensurate with the results expected to be achieved.

### **Reply of Government**

Vestibuling of trains will not, affect adversely our ticket-checking efforts. Even as a passenger may try to go from coach to coach, the T.T.E. has the chance to go from coach to coach after him. It also enables the checking of a larger number of persons per T.T.E. The balance of convenience is in favour of vestibuling.

[M/o Railways (Railway Board) O.M. No. 73-B (RCC)-4226 dated the 13th December, 1973.]

### **Further information called for by the Committee**

Please state whether the expenditure incurred in vestibuling the passenger trains would be commensurate with the results expected to be achieved.

[L.S.S. O.M. No. 1/4/1973—RCC dt. 11-4-1974]

### Reply of Government

It is clarified that vestibuling is not a measure taken specifically to arrest ticketless travel. It will help easing overcrowding, passenger-movement on the train to the Dining Car or to the compartments and is an added facility to passengers. However, it is not anticipated that it will have any adverse effect on ticketless travel. It is not possible to correlate the expenditure on a passenger amenity measure to the result expected to be achieved in terms of money as it is really a matter of passenger convenience.

[Ministry of Railways (Railway Board) O.M. No. 73-B(RCC)-4223/Part I, dated 3-5-1974]

### Comments of the Committee

**While the Committee are not opposed in principal to the vestibuling of passenger trains, they would suggest that this should be done in the first instance on important long distance trains and the position reviewed in the light of actual experience before vestibuling of othe passenger trains is proceeded with.**

### Recommendation (S. No. 33. Para No. 2.117)

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

### Reply of Government

Instructions have been issued to the Railways to maintain detailed statistics of the detentions at/outside signals. The Railways have also been asked to analyse the causes, identify the areas where the problem is endemic and take remedial/preventive measures.

Instructions already exist to the effect that the special raids under the charge of the Railway Magistrates by posting plain clothed staff in each compartment in bad areas and on bad trains should be arranged by the Railway Administrations. During the year 1971-72, 3171 ambush checks, which are checks of the above nature, were conducted by the railways.

[M/o Railways (Railway Board) O.M. No. 73-B (RCC)-4226  
dated the 13th December, 1973.]

### **Recommendation (S. No. 34, Para No. 3.32)**

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

### **Reply of Government**

Observations of the Committee have been noted.

[M/o Railways (Railway Board) O.M. No. 73-B (RCC)-4226  
dated the 13th December, 1973.]

### **Further information called for by the Committee**

Please intimate the action taken by the North-Eastern, Northeast Frontier, South-Eastern and Eastern Railways to check the incident of thefts and pilferages and the results achieved during 1972-73 and 1973-74.

(L.S.S. O.M. No. 1/4/73-RCC dt. 11-4-1974)

### Reply of Government

Apart from the normal preventive measures, the following steps have been taken by the North-Eastern, Northeast Frontier, South Eastern and Eastern Railways:—

- (1) Block loads of wagons containing foodgrains and other high-rated commodities are being escorted by armed RPF staff.
- (2) Checkings by supervisory staff at transshipment, loading and unloading points have been intensified.
- (3) Panel patching of wagons having body panel cuts has been stepped up.
- (4) Notorious criminals|receivers of stolen railway property have been detained under the Maintenance of Internal Security Act, especially in West Bengal area of the Eastern, South Eastern and Northeast Frontier Railways.

As a result of these measures, the incidence of cases of thefts and pilferages has come down in 1973-74 as compared to 1972-73 on the Eastern and North Eastern Railways.

On the South Eastern and Northeast Frontier Railways, the measures undertaken resulted in the recovery of a sizeable portion of stolen property and arrest of a large number of criminals.

[Ministry of Railways (Railway Board) O.M. No. 73-B  
(RCC-4223)|I, dt. 28-5-1974].

#### Recommendation (S. No. 35, Para No. 3.33)

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

### Reply of Government

Instructions have been issued to the Railways that it should be ensured that all cases of thefts|pilferages are faithfully registered, thoroughly enquired into and effective preventive measures taken to bring this incidence down to the minimum.

[M|o Rlys. (Rly. Board) O.M. No. 73-B(RCC) 4226, dt. the 13th Dec., 1973.]

### Recommendation (S. No. 36, Para No. 3.34)

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

### Reply of Government

Instructions have been issued to the Railways that it should be ensured that:—

- (a) Cases of thefts|pilferages involving high valuation are quickly|thoroughly investigated by the Police and RPF.
- (b) Places and sections where such major thefts repeatedly occurred should be identified and effective measures should then be taken to prevent the incidence at these places.
- (c) delays and detention of trains at vulnerable spots congenial to thefts should be avoided.

[M|o Rlys. (Rly. Board) O.M. No. 73-B(RCC) 4226, dt. the 13th Dec., 1973.]

### Recommendation (S. No. 37, Para No. 3.35)

“The Committee note that the places and sections which are notorious for such nefarious activities and where the incidence of thefts and pilferages are endemic, are “well known” to the Railways. The Committee see no reason why the Railways cannot take effective measures to eradicate this evil from these “well known” places|sections. The Committee would suggest that the Railways should conduct surprise checks of these vulnerable places to cleanse these areas

of anti-social elements. Transshipment points and important loading and unloading stations should receive particular attention in this regard. Reserve staff for conducting surprise checks may be kept at zonal headquarters and at the Board's level by deputing competent staff, out of the existing staff strength to man this Reserve Force."

### **Reply of Government**

Instructions have been issued to the Railways that periodical surprise checks should be conducted at all vulnerable places so that the activities of criminals and receivers of stolen property is curbed.

[M/o Rlys. (Rly. Board) O.M. No. 73-B(RCC)-4226, dt. the 13th Dec., 1973.]

### **Further information called for by the Committee**

Please state the action taken in pursuance of the Committee's recommendation that some staff may be kept in reserve at the zonal headquarters and at the Board's level for keeping a watch on the incidence of thefts and pilferages at places where this evil is prevalent in an endemic form.

L.S.S. O.M. No. 1|4|73-RCC, dt. 11-4-1974.

### **Reply of Government**

For keeping a watch on the incidence of thefts and pilferages at vulnerable points, suitable machinery in the form of Crime Intelligence Branches on the Zonal Railways and the Central Crime Bureau in the Railway Board already exists. These agencies take up enquiries in important/serious inter-state or inter-Railway cases of thefts, fraudulent diversion of wagons, delivery on forged railway receipts etc. Surprise checks at vulnerable places and raids for the recovery of stolen property and arrest of criminals are also conducted by them.

During 1973 the crime Intelligence Branches of the Zonal Railways conducted 487 raids and recovered stolen property worth Rs. 5,47,054/-. Besides making enquiries into a number of important inter-Railway cases of crime, working out gangs involved in fraudulent diversion of wagons| delivery on forged railway receipts of booked consignments as also surreptitious removal of railway material from workshops, the CCB Railway Board recovered stolen property worth Rs. 2,05,800|- in 1973.

[Ministry of Railways (Railway Board) O.M. No. 73-B(RCC)-4223/I, dt. 17-6-1974.]

**Recommendation (S. No. 38, Para No. 3.36)**

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

**Reply of Government**

Instructions have been issued to the Railways that analysis as recommended by the Committee should be conducted by the Chief Security Officers every quarter and on the trends indicated by the analysis, necessary preventive measures should be taken in the affected sections.

[M/o Rlys. (Rly. Board) O.M. No. 73-B(RCC)-4226, dt. the 13th Dec., 1973.]

**Recommendation (S. No. 39, Para No. 3.37)**

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

**Reply of Government**

Railways have been advised that the existing security arrangements for protection of goods in transit and railway material may be tightened up in order to control the incidence of crime against public property on Railways.

[M/o Rlys. (Rly. Board) O.M. No. 73-B(RCC)-4226, dt. the 13th Dec., 1973.]

**Recommendation (S. No. 40, Para No. 3.38)**

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

**Reply of Government**

Instructions have been issued to the Railways that deterrent punishment should be given to Railway staff including RPF personnel



who are found to be indulging in or conniving in thefts/pilferages of booked consignments/railway material and fittings.

[M/o Rlys. (Rly. Board) O.M. No. 73-B(RCC)-4226, dt. the 13th Dec., 1973.]

**Recommendation (S. No. 41, Para No. 3.39)**

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

**Reply of Government**

Instructions have been issued to the Railways that all cases of thefts/pilferages including those from seals intact wagons are faithfully registered in terms of Para 5 Chapter XXII of RPF Regulation at the RPF post holding jurisdiction at the station of detention and through enquiries made with a view to recover stolen property and arrest the culprits.

[M/o Rlys. (Rly. Board) O.M. No. 73-B(RCC)-4226, dt. the 13th Dec. 1973.]

**Recommendation (S. No. 42, Para No. 3.40)**

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

**Reply of Government**

The Ministry of Railways are exploring the feasibility of providing electronic alarms in godowns and store-houses. A study has been undertaken in consultation with a private firm of Bombay and

a project report on the electronic alarm devised by this firm is expected shortly. A final decision will be taken after making a detailed study of the usefulness of such a device and the financial implications. The adoption of scientific measures used in foreign countries to detect thefts and pilferages will also be investigated. However, a study of the same will be undertaken by the Research, Designs and Standards Organisation.

[M/o Rlys. (Rly. Board) O.M. No. 73-B (RCC)-4226, dt the  
13th Dec. 1973.]

#### **Further information called for by the Committee**

Please intimate the precise action taken by the Ministry of Railways/Research Designs and Standards Organisation in pursuance of the recommendation

(L.S.S. O.M. No. 1/4/73-RCC dt. 11-4-1974)

#### **Reply of Government**

The Bombay Firm who undertook the study to explore the feasibility of providing electronic alarms in godowns and stores houses on experimental basis has not yet submitted the project report. They have been reminded. In the meanwhile, Ministry of Industrial Development is also being requested to advise if some other firms are interested to take up the development of this type of equipment.

[Ministry of Railways (Railway Board) O.M. No. 73-B(RCC)-  
4223/I, dt. 16-7-1974.]

#### **Comments of the Committee**

The Committee would like Railways to take concerted and concrete measures without delay to prevent thefts at least from their own godowns and storehouses.

The Committee would also like the RDCO to undertake without delay a study of the devices used in foreign countries to detect thefts and pilferages with a view to their adoption by Indian Railways.

#### **Recommendation (S. No. 43, Para No. 3.57)**

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

### Reply of Government

Instructions have been issued to the Railways that stricter supervision be exercised at Mughalsarai and steps may be taken to tighten up the security measures to prevent thefts and pilferages from wagons and yards.

[M/o Rlys. (Rly. Board) O.M. No. 73-B(RCC)-4226, dt. the  
13th Dec., 1973.]

### Recommendation (S. No. 44, Para No. 3.58)

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

### Reply of Government

Instructions have been issued to the Railways that security arrangements be tightened up at Mughalsarai and Garhara, so as to ensure that the incidence of thefts and pilferages is kept to the minimum. Further, the Railway should pay particular attention to organised gangs and receivers of stolen property at these places and bring them to book with utmost expedition. A review of the performance of your security force at these notorious places may also be carried out at regular intervals, and responsibility be fixed for any lapses.

[M/o Rlys. (Rly. Board) O.M. No. 73-B(RCC)-4226, dt. the  
13th Dec., 1973.]

### Recommendation (S. No. 45, Para No. 3.59)

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

### Reply of Government

Necessary instructions have been re-iterated to the Railways concerned.

[M/o Rlys. (Rly. Board) O.M. No. 73-B(RCC)-4226, dt. the  
13th Dec., 1973.]

### Recommendation (S. No. 45, Para 3.70)

"The Committee regret to observe that the number of cases of thefts and value of property lost due to wagon breaking/bleeding have been steadily rising. During 1971, as many as 37,778 cases were reported and the value of property lost was as high as Rs. 149.18 lakhs whereas the corresponding figures for 1969 were 1,685 cases and Rs. 15.85 lakhs only. It has been stated that roughly 50 to 60 per cent of pilferages are due to bleeding of consignments through door crevices, panel cuts and body cuts of wagons. It is unfortunate that despite the various measures taken by the Railways with regard to expeditious repairs of wagons with body/panel cuts, increase in thickness of bottom and side panels and other anti-bleeding devices adopted by the Railways, the losses on this account continue to be very high."

### Reply of Government

Instructions have been issued to the Railways that stricter supervision be exercised and steps may be taken to tighten up the security arrangements in order to prevent thefts and pilferages due to wagon-breaking etc.

[M/o Rlys. (Rly. Board) O.M. No. 73-B(RCC)-4226, dt. the  
13th Dec., 1973.]

### Further information called for by the Committee

Please indicate the number of cases of thefts and value of property lost due to wagon breaking/bleeding during 1972 and 1973 (Zone wise) and the improvement effected, if any, in pursuance of the instructions issued.

(L.S.S. O.M. No. 1/4/73-RCC, dt. 11-4-1974)

### Reply of Government

The number of cases of thefts and value of property lost due to

wagon breaking/bleeding during the years 1972 and 1973 (Zone wise) is given below:—

Railway	No. of Cases registered		Value of property lost in Rs.	
	1972	1973	1972	1973
Central Railway	821	891	635,439	354,556
Eastern Railway	6,747	5,654	3,910,708	4,763,307
Northern Railway	2,959	756	1,033,405	502,349
N. E. Railway	563	550	348,493	332,944
N. F. Railway	825	584	480,881	371,452
Southern Railway	2,647	2,487	704,732	48,615
S. C. Railway	380	539	360,648	422,578
S. E. Railway	9,212	6,435	4,668,552	5,064,321
Western Railway	1,167	1,447	609,348	669,934
<b>TOTAL</b>	<b>25,327</b>	<b>19,343</b>	<b>12,752,206</b>	<b>12,530,056</b>

There is decrease both in the number of cases of thefts registered and also in the value of property lost in the year 1973 as compared to 1972, as a result of stricter supervision exercised and steps taken to tighten up the security arrangements by the Railways.

[Ministry of Railways (Railway Board) O.M. No. 73-B(RCC)-4223/I, dated 28-5-1974.]

#### **Recommendation (Sl. No. 47, Para No. 3.71)**

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

#### **Reply of Government**

The need for special attention to this aspect is recognised and an intensive drive for panel patching of wagons is continuing on the

Railways. Railways have further been directed not to load vulnerable traffic in panel cut wagons.

Instructions have also been issued to the Railway Administrations to deploy their intelligence to pinpoint the areas where panel cutting is taking place and apprehend the culprits and receivers of stolen property.

[M/o Rlys. (Rly. Board) O.M. No. 73-B (RCC)-4226 dt. the 13th Dec. 1973].

**Recommendation (S. No. 48, Para No. 3.83).**

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

**Reply of Government**

The observations of the Committee are noted.

[M/o Rlys. (Rly. Board) O.M. No. 73-B (RCC)-4226 dt. the 13th Dec. 1973].

**Recommendation (S. N. 49, Para 3.84).**

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

**Reply of Government**

The daily demands of trade and industry for wagons according to major types i.e., covered, open or other special types are obtained each day by the Zonal Railways from all the stations|goods sheds to-

gether with the extent to which the demands have been met and the extent of delay involved in case of demands not met. A summary is relayed to the Transportation Directorate of the Board also. As a result of this continuous appraisal a fairly reliable feel is developed about the needs of trade and industry and public sector organisations and this knowledge is used at the time of preparation of annual rolling stock programme for wagons. Major consumers such as steel works/refineries are also consulted as and when found necessary in case of any major departure from the standard types. It will thus be seen that the observations of the Committee are already being followed.

[M/o Rlys. (Rly. Board) O.M. No. 73-B (RCC)-4226 of the 13th Dec. 1973].

#### **Further information called for by Committee**

Please furnish a statement showing (i) the actual availability of covered wagons for movement of items like foodgrains, cement and fertilisers (Zone wise) vis-a-vis the requirements indicated by the various Railway Administrations during the Fourth Plan period: (ii) the steps being taken to meet the shortfalls; if any, and (iii) the total number of wagons (type wise) expected to be placed on line during the Fifth Five Year Plan.

(L.S.S. O.M. No. 1-4/73-RCC dt. 11-4-1974).

#### **Reply of Government**

The procedure for assessing the requirements of various types of wagons and the role of the various Zonal Railways in this regard has already been explained in reply to item 2(a) of additional information on "Requirements and Availability of railway wagons" furnished to the Convention Committee earlier. It will be seen therefrom that the wagon requirements are estimated on an all-India basis and wagons are distributed amongst individual zones on the basis of traffic targets decided after discussion with the Chief Operating Superintendents of all Zonal Railways at the operating meetings. Changes are made in these targets whenever there is any change in the traffic pattern which makes it necessary.

Figures of the actual availability of covered wagons, zonewise, now asked for are not available for the Fourth Plan period as a whole. However, a close watch is kept at the Board's level of the total typewise holdings on the Zonal Railways and necessary adjustments are made to meet the changing pattern of traffic. Normally, therefore, there should be no difficulty in the availability of any particular type of stock to meet the traffic requirements on any par-

particular zonal Railway within the overall availability of wagons with the Indian Railways .

So far as the Fifth Plan is concerned, it has been estimated that a total of 1,00,000 wagons, both on additional as well as replacement account, would be required by the Railways to enable them to lift 280 million tonnes of traffic by the end of the Plan. As the target of freight traffic has been fixed as 300 million tonnes by the Planning Commission, the requirements of wagons would be reviewed at the time of mid-term appraisal in the light of actual materialisation of traffic. The type-wise break-up of the target of wagon procurement for the V Plan as a whole has not been finalized. However, taking into account the actual materialisation of different types of traffic, requirements of different types of wagons will be worked out while preparing the Annual Rolling stock Programmes.

[Ministry of Railways (Railway Board) O.M. No. 73-B (RCC)-4223/  
Part I, dated 3-5-1974].

#### Comments of the Committee

The contention of the Ministry that "normally there should be no difficulty in the availability of any particular type of stock to meet the traffic requirements of any particular Zonal Railway within the overall availability of wagons with the Indian Railways" is very general. The Committee consider that the Railways should make a realistic and scientific assessment of the requirements of various types of wagons, particularly covered wagons for movements of vulnerable commodities like food-grains, cement, fertilisers etc. They would like the Railways to work out the requirements of each type of wagons for the Fifth Plan in the light of realistic assessment so that wagons of the requisite type were procured. They would also urge that the Ministry of Railways should identify the areas where such shortages were felt during the Fourth Plan together with the reasons therefor so that urgent concerted measures are taken to overcome them and make the wagons available to the public.

#### Recommendation (S. No. 50, Para 3.85)

The Committee further consider that tightening up supervision at the loading points, the intermediate points and at the unloading end, would go a long way in reducing the incidence of such cases. As considerable quantities of foodgrains on public account are moved in block rakes, it should be possible for the Railways to provide armed escorts for such trains who should also be responsible for



seeing that seals, tarpaulins etc., are intact. In case, thefts are still reported from such rakes, responsibility therefor should be fixed and the defaulting staff brought to book without delay.

### **Reply of Government**

The extant rules of railway working already provide for proper supervision of loading and unloading of all consignments and making note of the number of packages loaded or unloaded, the condition of packing, shortage from defective packages etc. When it is not possible for the staff to exercise supervision for unavoidable reasons such as sudden and bulk loading of foodgrains in several wagons at a time, inadequacy of the staff to supervise the same, etc., the staff are required to record this fact on the R.Rs. which are have to be issued with 'said to contain' remarks.

When foodgrains are loaded in open wagons moved as block trains every endeavour is made to cover them up with tarpaulins and provide escorts, to the extent possible, to ensure that the tarpaulins remain in position during the run and contents are not lost in transit.

Responsibility of the staff is fixed for shortages in consignments and those held responsible are suitably punished.

[M/o Rlys. (Rly. Board) O.M. No. 73-B (RCC)-4226 of the 13th Dec. 1973].

### **Further information called for by Committee**

Please confirm if block rakes of foodgrains loaded on public account are escorted by armed RPF staff.

(L.S. O.M. No. 1/4/73-RCC dt. 11-4-1974)

### **Reply of Government**

To the extent possible, the block rakes of food grains loaded on public account are provided with armed RPF escorts on all Railways.

[Ministry of Railways (Railway Board) O.M. No. 73-B (RCC)-4223/ I dt. 28-5-1974].

### **Recommendation (S. No. 52, Para No. 3.87)**

The Committee would also like the Ministry to pursue the question of providing bags with rings in one corner to facilitate lifting of such bags, with the Fertilizer Corporation of India and the Port authorities. The revised packing conditions should be evolved in consultation with the public undertakings and other Government organisations concerned expeditiously. Help of National Packing Institute

should also be taken in this regard. After the packing conditions have been finalised, they should be widely publicised and brought to the notice of all concerned for compliance.

#### **Reply of Government**

Provision of ears or lifts on bags to facilitate their lifting without any damage being caused to the bags has already been made in the existing packing conditions. Whether provision of a ring on one corner of the bag would be a better arrangement is being examined in consultation with packaging experts. In the mean time, the Railways have been asked to publicise the existing packing condition of bags with ears or lifts. The Fertilizer Corporation of India and Food Corporation of India have also been addressed to comply with the existing packing condition. This will be vigorously pursued.

[M/o Rlys. (Rly.Board) O.M. No. 73-B (RCC) 4226, dt. the 13th Dec. 1973].

#### **Recommendation (S. No. 53, Para No. 3.104)**

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

#### **Reply of Government**

Instructions to the Railways exist that covered wagons should be utilised to the extent possible, for loading of pig iron. The scope of supplying covered wagons for loading of pig iron is, however, limited by the fact that most of the steel plants load pig iron by overhead magnetic cranes. This constraint was known to the One Man Expert Committee and hence their recommendation was to load pig iron in covered wagons wherever possible. Further, in supply of covered wagons, preference is given to damageable commodities like foodgrains, sugar, fertilisers and cement. Under certain circumstances, the Railways have to carry even foodgrains in open wagons.

The main cause for loss of pig iron during transit is theft and pilferage. Wagons loaded with such consignments when carried in block rakes are escorted by armed Railway Protection Force to the

extent possible. Incognito watch is kept over vulnerable sections and yards to identify and apprehend the miscreants indulging in thefts. Instructions have also been issued that the intelligence staff should be deployed to find out the foundaries, who may be the recipients of stolen pig iron.

It may be mentioned that conniving in pilferage of railway property is a misconduct which attracts the provisions of Railway Servants Discipline and Appeal Rules, 1968 and R.P.F. Rules 1959 and normally merits the imposition of major penalty.

[Ministry of Railways (Railway Board) O.M. No. 73-B (RCC)-4226 dated the 13th Dec., 1973].

#### Further information called for by the Committee

Please indicate the number and value of cases of thefts of pig iron reported during 1971-72, 1972-73 and 1973-74.

(L.S.S. O.M. No. 1/4/73-RCC dated 11-4-1974).

#### Reply of Government

The number and value of cases of thefts of pig iron reported during 1971-72, 1972-73, and 1973-74 is given below:

Year	No. of cases	Value of property stolen
		Rs.
1971-72	37	4284
1972-73	24	2889
1973-74	21	6770

[Ministry of Railways (Railway Board) O.M. No. 73-B (RCC)-4223 dated the 28th May, 1974].

#### Recommendation (S. No. 54, Para No. 3.105)

"The Committee would also like the Ministry to examine the reasons for the losses incurred by Hindustan Steel Ltd., on refractory bricks and lubricants and take effective measures to eliminate the same. The Railways should also ensure that unloading of such consignments is done

in the presence of Railway staff posted in the Plant premises."

### Reply of Government

An analysis of losses reported from wagons loaded with refractory bricks and lubricants received at one of the Steel Plants viz., Durgapur Steel Plant, show that out of 2610 wagons of refractory bricks received during the period January, 1972 to July 1973, shortages/damages were reported from 24 wagons only. Out of these 24 wagons, shortages of bricks were reported from 2 wagons only and damage to some bricks was reported from the rest of the wagons. It is relevant to mention here that a large number of fire-bricks are loaded in each wagon and it is not possible for the railway staff to count the number of bricks loaded. As regards damage to bricks, some damage to bricks is unavoidable due to hazards of transit, or even during the process of loading and unloading done by the consigner/consignee. The claims for shortage/damage are carefully examined, and decided by the Railway Administration on merits.

As regards losses incurred by Steel Plants on consignments of lubricants, an analysis of consignments received by Durgapur Steel Plant shows that out of 42 wagons of lubricants unloaded during the period January 1972 to July 1973 shortages of one barrel and leakage from 11 barrels only was reported. The leakage from barrels can take place either due to rough shunting or due to a latent defect in the container itself. Here also, every case of leakage has to be examined on merits for settlement of claim.

The commercial staff are posted inside the Steel Plants to witness loading and unloading, at the cost of Steel Plants. The Railways have been asked to look into specific complaints of any Steel Plant if made, in this connection.

[Ministry of Railways (Railway Board) O.M. No. 73-B(RCC)-4226 dated the 13th December, 1973].

### Recommendation (S. No. 55, Para No. 3.106)

"In view of the practical difficulties pointed out by HSL with regard to joint inspection of incoming wagons at the interchange points and the need for their weighment at the sidings, the Committee would like the Ministry to devise suitable measures in consultation with the Plant authorities so that the loopholes in the system could be plugged and

responsibility for the losses incurred could be fixed. 'They would further suggest that the Railways, should provide weigh bridges at all important junctions.'

#### **Reply of Government**

The Zonal Railways have been asked to streamline the procedure, in consultation with the Steel Plants, so that liability for loss and damage can be correctly fixed.

The Railways do provide weigh-bridges at stations where there is traffic justification for the same. It may also be mentioned that as an interim measure the Ministry of Railways have permitted re-weighment of wagons containing steel materials received in steel stock yards, with apparent shortages, on the weighing machines of the steel stock yards, under the supervision of a responsible railway official.

[Ministry of Railways (Railway Board) O.M. No. 73-B(RCC)-4226 dated the 13th December, 1973].

#### **Recommendation (S. No. 56, Para No. 3.107)**

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

#### **Reply of Government**

Instructions have been issued to the Zonal Railways that diversion of coal booked to one Steel Plant to another should be done in very rare cases and that too after advising the Steel Plants concerned. Necessary follow-up action should then be taken to ensure that requisite commercial formalities including issue of fresh R.R. etc. are observed in each case. The Railways have been asked to set up suitable machinery at the zonal and divisional headquarters to ensure compliance with this procedure.

[Ministry of Railways (Railway Board) O.M. No. 73-B(RCC)-4226 dated the 13th December, 1973].

**Recommendation (S. No. 57, Para No. 3.124)**

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

**Reply of Government**

Railways have been advised that stricter supervision be exercised and steps may be taken to tighten up the security arrangements in order to prevent thefts and pilferages of coal in running trains, yards and wayside stations.

[Ministry of Railways (Railway Board) O.M. No. 73-B(RCC)-4226 dated the 13th December, 1973].

**Further information called for by the Committee**

Please indicate the number and value of cases of thefts of coal from running trains, yards and wayside stations (separately) during 1971-72, 1972-73 and 1973-74 and the improvements effected as a result of various measures taken during this period.

(L.S.S. O.M. No. 1/4/73-RCC dated 11-4-1974).

**Reply of Government**

The Railway-wise position of total number and value of cases of thefts of coal from running trains, yards and wayside stations during 1971-72, 1972-73 and 1973-74 is furnished in the enclosed statement.

There has been reduction in the incidence of thefts of coal which has been achieved as a result of various measures taken by Railway Administrations, such as patrolling by RPF staff on vulnerable sections, picketing at important stations, round the clock watch of Loco coal stocks and coal transshipment points, escorting of coal specials and, improvement in basic security arrangements.

On account of various factors such as acute scarcity of coal, rise in price level etc., a similar improvement could not be achieved in the value of coal stolen. However, a downward trend has been noticed in 1973-74. Efforts will be made to maintain and further improve this trend.

[Ministry of Railways (Railway Board) O.M. No. 73-B(RCC)-4223/I dated 16th July, 1974].

Statement Indicating Railway-wise position of total number of thefts of coal and value of coal stolen from Running Trains, Yards and Way-side stations during 1971-72, 1972-73 and 1973-74.

Railways	Number of cases registered												Value of the coal stolen in Rs.						
	1971-72			1972-73			1973-74			1971-72			1972-73			1973-74			
	RTT	YT	WSST	RTT	YT	WSST	RTT	YT	WSST	RTT	YT	WSST	RTT	YT	WSST	RTT	YT	WSST	
Central	..	2004	42	..	1594	105	..	1380	14	..	8162	235	..	9470	394	..	6179	28	
Eastern	..	100	16	..	161	41	..	131	38	..	768	650	..	11719	930	..	3580	686	
Northern	..	167	..	..	327	2	..	441	..	..	4072	..	..	13969	22	..	12517	..	
Northern Eastern	..	130	10	1	194	11	1	105	4	..	1185	37	30	1182	148	3	1696	21	
North-east Frontier	..	79	1	..	43	3	..	17	..	..	754	40	..	409	91	..	93	..	
Southern	..	100	..	..	58	..	..	34	..	..	2063	..	..	830	..	..	614	..	
South Central	..	4	384	58	7	501	45	2	334	30	1952	4984	3410	15	3756	280	30	8745	1331
South Eastern	..	65	..	..	28	..	..	18	..	..	2674	..	..	1479	..	..	874	..	
Western	..	15	62	4	29	80	2	25	90	3	1417	1316	72	876	1176	70	672	2442	82
TOTAL	..	19	3091	131	37	2896	209	28	2550	89	3369	25978	4444	921	43990	1935	705	37740	2148
	..	3241	..	..	3142	..	..	2667	..	..	33891	..	..	46846	..	..	40593	..	

RTT—denoted theft of coal from running trains.

YT—denoted theft of coal from Yards.

WSST—denoted theft of coal from Way-side stations.



**Recommendation (S. No. 58, Para No. 3.125)**

“The Committee recommend that the assistance of the Joint Committee which consist of representative of staff and Labour, should be actively sought in controlling this evil.”

**Reply of Government**

Instructions have been issued to the Railways that fullest assistance of the representatives of staff and labour should be sought in controlling thefts and pilferages of coal in transit and in yards.

[Ministry of Railways (Railway Board) O.M. No. 73-B(RCC)-4226 dated the 13th December, 1973].

**Recommendation (S. No. 59, Para No. 3.146)**

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

**Reply of Government**

The observations are noted. It is, however, relevant to point out that about 25,000 wagons are loaded everyday and the figure of about 100 wagons getting un-connected per day amounts to just 0.4 per cent of the total. The Railway Administration is still greatly concerned about it and constant efforts are being made to minimise the incidence of wagons getting un-connected or mis-despatched. Various measures recently adopted in this connection have already been narrated in para 3.139 of the Committee’s Report (extract attached).

Extract of para 3.139 of the Committee's report.

o-:

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

- (i) Rules of marking by senders have been amended to the effect that sender's full address and names of forwarding and destination stations is written in full.
- (ii) Railways have been instructed that if the number of wagons booked to the same station exceeds 20, names of forwarding and destination station should be printed or rubber stamped on labels. In any case, names of the forwarding station should be printed on every label.
- (iii) The Railways have been asked to see that inward and outward Number Takers check the presence of bracket labels on both sides of wagons and replace the missing labels, if any, on the basis of vehicles guidance.
- (iv) In case of covered wagon, paste-on-labels are also pasted on inside panel of the door of a wagon. On open wagon, another tie-on-label should be tied on the handle of the door on both sides.
- (v) Divisions are sending lists of 'un-connected wagons' and 'over-due-wagons' (Broad Gauge only) to the Railway Board. These wagon numbers are matched on computer and wherever there is a report of the same wagon over-due at a station and also lying unconnected at another station, Divisions are advised on teleprinters.
- (vi) Railway Board computer is also printing a statement of all wagons inter-changed between Railways which furnishes the names of booking and destination stations. A copy of this statement is sent to IRCA/New Delhi, Calcutta Bombay and Madras for reference to connect un-connected wagons.
- (vii) South Eastern Railway computer prints a statement of all iron and steel wagons booked from all steel plants. A copy of this statement is sent to all Zonal Railways for reference.

- (viii) Instructions have been given for typing of vehicle Guidance from Coal Depot Yards so as to facilitate connection of wagons.

[Ministry of Railways (Railway Board) O.M. No. 73-B(RCC)-4226 dated the 13th December, 1973].

#### Further information called for by the Committee

(i) Please indicate the number of wagons getting unconnected or misdespatched during the years 1972-73 and 1973-74 and the percentage thereof to the total number of wagons loaded in the respective years.

(ii) Also please indicate the improvement effected as a result of various measures taken over the years to minimise the incidence of wagons getting unconnected or misdespatched.

(L.S.S. O.M. No. 14/73-RCC dated 11-4-1974).

#### Reply of Government

(i) The approximate number of wagons getting unconnected or misdespatched during the year 1972-73 and 1973-74 on all Zonal Railways and percentage thereof to the total number of wagons loaded in the respective years are given below:—

Year	Number of wagons getting unconnected/ misdespatched.	Percentage of wagons/ getting unconnected misdespatched to total number of wagons loaded
1972-73	10,706	0.09%
1973-74	9,793	0.09%

(ii) It will be seen from the figures given above that the number of wagons getting unconnected/misdespatched forms a very small percentage of the total loading and that there has been a reduction in the number of wagons getting unconnected/misdespatched during 1973-74. It is further stated that most of these wagons are ultimately connected and sent to their correct destinations. It is being ensured that the various measures as already indicated to the Committee vide paras 3.126 to 3.143 of their Third Report, are followed up by the

Zonal Railways so as to minimise the incidence of wagons getting unconnected or misdespatched.

[Ministry of Railways (Railway Board) O.M. No. 73-B(RCC)-4223/I dated 25th July, 1974].

**Recommendation (S. No. 60, Para No. 4.147)**

"The fact that inspite of clear instructions in this regard, the incidence of wagons going astray, continues to be high, not only indicates that these are being followed only half heartedly and partially but also that the requisite amount of supervision by Commercial Inspectors and Commercial Officers is not forthcoming. The Committee would, therefore, like the Ministry to tighten up supervision and also institute a system of surprise checks by officers of the Claims Prevention Organisation so as to ensure that no laxity is allowed on this account. It must, in particular, be ensured that in no case station names are written in codes but in full as per extent instructions."

**Reply of Government**

The system of surprise inspections by Officers is already in vogue. The Railways have again been advised to intensify the same. Instructions for writing or stamping station names in full, instead of codes, have also been reiterated. The Railways have also been advised to take severe action against defaulting staff.

[Ministry of Railways (Railway Board) O.M. No. 73-B(RCC)-4226 dated the 13th December, 1973].

**Recommendation (S. No. 61, Para No. 3.148)**

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

### Reply of Government

The practice obtaining in certain advanced countries in regard to labelling, sealing and checking of wagons is being ascertained for study, and the results of such study will be communicated to the next Convention Committee.

[Ministry of Railways (Railway Board) O.M. No. 73-B(RCC)-4226 dated the 13th December, 1973].

### Further information called for by the Committee

Please indicate the results of the study and the action taken in pursuance thereof.

(L.S.S. O.M. No. 1/4/73-RCC dated 11-4-1974).

### Reply of Government

The practice obtaining in certain advanced countries in regard to labelling, sealing and checking of wagons has been ascertained. The salient features are briefly indicated below:—

#### *West Germany*

On the German Federal Railway, wagons are sealed either by the goods shed staff or by private firms depending upon whether the wagons are loaded in the goods shed or in the sidings of the private firms.

In the case of wagons loaded in the goods shed, the German Federal Railway uses aluminium seals. The sealing is done by means of a plier. The seal gets at the same time the code number of the station and also the number of the plier used. In a big goods shed, there may be more than one person sealing the wagons and each plier has got a number allotted. In addition to the number for the station, there is an all railway number for each plier and that also is indicated on the seal. At the time of unloading, the receiving station checks the seals on both the sides of the wagons and notes down the number. In case of any discrepancy, such as different numbers on the two sides of the wagon or different station codes on the two sides of the wagon, a report is made. In case of any theft, this fact would confirm that the wagon has been tampered with on the way.

In the case of wagons loaded in the siding of private firms, the entire responsibility for sealing rests with the firms. Railways put a seal in addition to the firm's seal only if the wagon has to cross an international border.

Except for the seals, no further securing of wagons, such as by rivetting and padlocking, is done on the German Federal Railways. Even so thefts from wagons are rare.

As regards labelling, in the case of wagons requiring speedy movement, the label contains the train numbers by which the wagon is to move. The train numbers are decided by the goods shed in consultation with the control office. One label is put on each side of the wagon. In the case of other goods wagons, the label indicates the originating and destination stations, the direction in which the station is situated and the code number of the marshalling yard where the wagons will be ultimately required to be detached from the train for onward despatch to the destination station.

#### *U.S.A.*

On the U.S. Railroads, covered wagons are sealed by a metal seal which has identification of the railroad performing the sealing as well as a serial number. The seal normally moves from the point at which the wagon is loaded, to the final destination without being removed and thus, if on arrival at destination the seal is found intact, it is known that goods in the wagon are intact.

The practice of labelling of wagons on the U.S. Railroads is practically non-existent. Most Railroads have electronic communications systems, where they consist of a train, which shows the wagon number and code, destination station and the name of the consignee is sent to the successive terminals falling in the direction of movement of the wagons including the destination station, and gives the information necessary to effect delivery of the wagon. Once the wagon has arrived at the destination station, some Railroads provide labels on the wagons for a specific consignee. This label is either nailed on the side of the door or placed in the pocket. The purpose of this label is to provide the shunting crews the information needed to properly deliver the wagon. Many Railroads however, do not use this system but provide instead, a shunting list which lists all the wagons to be delivered by a specific "Industry Train". This list provides the necessary guidance to the guard on the train.

#### *Japan*

The Japanese National Railways use steel band and lead seals for sealing wagons.

For labelling, they use card labels. Every wagon carries a wagon label of Japanese National Railways and, in addition, most of the wagons also carry wagon labels of the transport forwarding agents.

*British and French Railways*

Complete information has not yet been received.

A metal tape seal of the type used on some American Railways has been designed by the Research, Designs and Standards Organisation for use on covered wagons on the Indian Railways. This consists of a metal strip, one end of which is held in a rectangular lock-box housing a slotted 'U' pressing and two U/L shaped springs. The other end of the metal strip, when inserted in the lock-box, gets locked as result of the spring steel wires getting engaged in the slot provided at this end of the metal strip. The metal strip thus takes the shape of a closed loop which has to be cut when the seal is removed from the wagon at the destination station. The advantage of this type of seal, besides easy operation, is that it cannot be tampered with, unless it is deliberately cut. This seal will thus help in locating the Section/Area where the seals were tampered with. It has now been decided to use these seals, as an experimental measure, between selected pairs of stations on the various Zonal Railways.

The Research, Designs and Standards Organisation have also developed a new design of wagon label holder for use on open wagons with a view to overcoming the problems of a large number of wagons getting unconnected owing to the labels getting lost in transit. The new label holder has been so designed that while the bracket label can be inserted in the holder from outside after the wagon has been loaded, it will not be possible to remove this label until the wagon has been unloaded at the destination. This arrangements is proposed to be used in the first instance on an experimental basis on 100 open wagons.

[Ministry of Railways (Railway Board) O.M. No. 73-B(RCC)-4223/Part I dated 3rd May, 1974].

#### Comments of the Committee

The Committee would like to stress the need for improving labelling sealing and checking of wagons so as to plug the loopholes existing in the present system which lead to diversion of wagons and tampering with their contents.

#### Recommendation (S. No. 63, Para No. 3.150)

"The Committee note that the problem at Mughalsarai was found to be 'formidable' by the Expert Committee on compensation claims. As the Ministry have provided a com-

puter at Mughalsarai yard also, the Committee see no reason why the same cannot be pressed into service for tackling this problem effectively. They would like the Ministry to take necessary steps in this direction without further delay."

### Reply of Government

The 'One-Man Expert Committee' on compensation claims during the course of its investigations in December, 1969, had found a large number of wagons lying unconnected for several days at Mughalsarai. A special cell has since been set up at Mughalsarai to ascertain booking particulars of unconnected wagons lying there. As a result there has been a reduction not only in the number of unconnected wagons but also in the time taken to connect them. Efforts have simultaneously been made to improve documentation of wagon labels and train records so that wagons are expeditiously despatched to their correct destination.

The Computer at Mughalsarai, apart from other applications, is being effectively utilised to connect unconnected wagons and trace overdue wagons lying at various stations on the Divisions. In respect of wagons received at Mughalsarai without labels or with inadequate particulars, efforts to ascertain the relevant particulars are initiated by the special cell immediately on arrival of the wagon.

[Ministry of Railways (Railway Board) O.M. No. 73-B(RCC)-4226 dated the 13th December, 1973].

### Further information called for by the Committee

Please furnish a note showing the results achieved by the special cell in tackling the problem of connecting unconnected wagon at Mughalsarai during the last one year.

(L.S.S. O.M. No. 1/4/73-RCC dated 11-4-1974).

### Reply of Government

With the introduction of the Special Cell at Mughalsarai, it has been possible to connect a very large number of wagons received without seal cards or bracket labels by checking up the train consists and re-labelling them for the correct destinations. During the last one year i.e. 1973-74, the total number of wagons found without seal cards or bracket labels on arrival at Mughalsarai was 1749, the bulk of which were connected by the Special Cell within a few hours of



their receipt by consulting the train consists. As a result, very few wagons now remain unconnected in the yard at Mughalsarai.

[Ministry of Railways (Railway Board) O.M. No. 73-B(RCC)-4223/I dated 16th July, 1974].

**Recommendation (S. No. 64, Para No. 3.155)**

“The Committee regret to note that the loss suffered by the Railways on account of pilferage of materials and fittings was as high as Rs. 91.72 lakhs in 1970-71 and Rs. 62.03 lakhs in 1971-72. The Committee consider that apart from the unsocial elements among the travelling public who may be committing these thefts, the complicity of the Railway employees in this nefarious activity cannot be ruled out. The Committee recommend that vigorous measures should be taken by Railway to prevent the incidences of such thefts by better supervision and control particularly during the periods when the trains are stabled. The Committee note that the Ministry have formulated a scheme for provision of pilfer-proof fittings in wagons and coaches. They would like the RDSO to intensify their efforts in this direction, so that loss on account of theft and pilferage of materials and fittings from wagons and coaches is reduced to the minimum.”

**Reply of Government**

The Director General, Research, Designs and Standards Organisation, Lucknow has been asked that the drive to provide pilfer-proof fittings in wagons and coaches be intensified to cover up all wagons/coaches at an early date. The Railways have also been asked to tighten up security measures with a view to prevent thefts of fittings from wagon and coaches when they are stabled in yards.

[Ministry of Railways (Railway Board) O.M. No. 73-B(RCC)-4226 dated the 13th December, 1973].

**Further information called for by the Committee**

Please intimate the precise progress made by the RDSO, Lucknow in designing/providing pilfer-proof fittings in wagons and coaches.

(L.S.S. O.M. No. 1/4/73-RCC dated 11-4-1974).

### Reply of Government

After a detailed study, the Research, Designs and Standards Organisation, Lucknow issued in 1971 an illustrated booklet containing methods to be adopted for making the coach fittings less prone to pilferage and the information so far received from the Railways indicates that the methods suggested have proved effective in reducing the incidence of pilferage of coach fittings. The effectiveness of anti-pilferage measures so far suggested is constantly under review.

[Ministry of Railways (Railway Board) O.M. No. 73-B(RCC)-4223/I dated 25th July, 1974].

#### Recommendation (S. No. 65, Para No. 3.160)

"The Committee regret to observe that the value of goods stolen from Railway Workshops and Stores has been increasing and that the same was of the order of Rs. 1.12 lakhs, Rs. 2.26 lakhs and Rs. 3.37 lakhs during the years 1969, 1970 and 1971 respectively, of the total number of culprits apprehended during the above period, the majority are stated to be Railway employees. This is unfortunate. The Committee would, like the Ministry to tighten up supervision in the Railway Workshops and also streamline the security measures so that the incidence of such cases which occur within well guarded premises, is effectively checked."

### Reply of Government

Instructions have been issued to the Railways that stricter supervision be exercised and steps may be taken to tighten up the security arrangements in order to prevent thefts from Railway Workshops and Stores.

[Ministry of Railways (Railway Board) O.M. No. 73-B(RCC)-4226 dated the 13th December, 1973].

#### Further information called for by the Committee

Please indicate the value of goods stolen from Railway Workshops and Stores during 1972 and 1973.

(L.S.S. O.M. No. 1/4/73-RCC dated 11-4-1974).

### Reply of Government

The value of the railway material and stores stolen from Railway Workshops and Stores during 1972 and 1973 is indicated below:—

Year	Value of the property stolen
	Rs.
1972	2,42,935
1973	5,99,162

[Ministry of Railways (Railway Board) O.M. No. 73-B(RCC)-4223/I dated 28th May, 1974].

### Comments of the Committee

The Committee are distressed to find that Railway materials and stores worth about Rs. 6 lakhs were stolen from Railway Workshops in 1973. This calls for immediate and effective steps for tightening up the security measures and deterrent punishment to Railway RPF staff who may be found to be working in collusion with unsocial elements or are themselves found guilty of such criminal acts.

### Recommendation (S. No. 66, Para No. 3.161)

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

### Reply of Government

The Railways have been asked to examine the causes including procedural lacunae leading to very low percentage of convictions and to initiate remedial measures to improve the position. On receipt of the replies from the Railways, if necessary, a Central directive will be issued accordingly.

[Ministry of Railways (Railway Board) O.M. No. 73-B(RCC)-4226 dated the 13th December, 1973].

**Further information called for by the Committee**

Please furnish a copy of the directions issued on the subject.

(L.S.S. O.M. No. 1/4/73-RCC dated 11-4-1974).

**Reply of Government**

Before issue of any directive, the causes, including procedural lacunae, leading to very low percentage of convictions in cases of theft from Railway Workshops and Stores were examined in consultation with the Railways. The following steps are already being taken by the Railways to secure better convictions:—

- (i) Close liaison is maintained with the State Police and all possible assistance is given to them for proper investigation and successful and expeditious prosecution and criminals and receivers of stolen property in courts of law
- (ii) Cases under the RP(UP) Act wherein receivers of stolen property are prosecuted, are supervised by the ASOS concerned, in order to ensure speedy and successful investigation and prosecution of such cases.
- (iii) Some cases have also been filed in proper courts against witnesses who had turned hostile.
- (iv) In some cases where offenders were released under the provisions of Probation of Offenders Act, appeals/revisions have been filed in higher courts.
- (v) To overcome the difficulty of identification, distinctive registered railway markings are being provided on as many items of Railway property, as possible.

However, to achieve still better results, a Central directive has been issued, a copy of which is enclosed.

[Ministry of Railways (Railway Board) O.M. No. 73-B(RCC)-4223/I dated 17th June, 1974].

GOVERNMENT OF INDIA (BHARAT SARKAR)  
 MINISTRY OF RAILWAYS (RAIL MANTRALAYA)  
 (RAILWAY BOARD)

No. 73/Sec(Cr)/37/56. New Delhi, Dated 3-6-1974.

The General Managers,  
 All Indian Railways.

SUB:—*Item No. 3.161 of the recommendations of Railway Convention Committee 1971 regarding launching of special drive to bring about better convictions in cases of theft from Railway Workshops and Stores Depots.*

Attention is invited to Board's letter of even number dated 27-7-1973, wherein the following recommendation of the Railway Convention Committee was communicated to you:—

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

2. The Railways, in their reply to Board's above mentioned letter have intimated the steps being taken by them to secure better convictions in cases of theft from workshops and Stores Depots. To overcome the difficulties pointed out by the railways and to secure better convictions, the Board desire that the following steps may be taken on your Railway:—

- (i) Close liaison should be maintained with the State Police and all possible assistance should be given to them for proper investigation and expeditious prosecution of criminals and receivers of stolen property in courts of law in cases being investigated by them. The cases challaned in the courts should also be closely followed and all steps taken to ensure their successful prosecution.
- (ii) Legal and other action should be considered against those departmental witnesses who turn hostile in courts.
- (iii) For proper identification of railway property, distinctive railway markings should be provided on as many as items of railway property as possible.
- (iv) Investigations and enquiries into such cases should be made expeditiously and under proper supervision.

- (v) Proper accounts should be maintained of the materials in the various shops and stores to enable shortages to be detected and certified promptly to establish that the property recovered is railway property.
- (vi) Better use should be made of the provisions of Railway Property (Unlawful Possession) Act and the enquiries conducted into cases registered under the Act and their prosecution should be pursued vigorously by the Supervisory Officers to secure better results. The Enquiring Officers should also do proper 'pairvi' of the cases sent up by them to Courts.

The suggestions made above only indicate some of the guiding principles. The problem of thefts from Workshops and Stores. Depots should be studied closely and a system evolved to ensure that the criminals operating therein are not able to escape either unpunished or lightly.

Kindly acknowledge receipt.

Sd/- (B. C. MISRA)

1/6/74

DIG/RPF & Director, Security  
Railway Board.

No. 73/Sec(Cr)/37/56

New Delhi, Dated 3-6-1974.

Copy forwarded to the Chief Security Officers, All Indian Railways for information and necessary action.

DA/Nil.

Sd/- (B. C. MISRA)

1/6/74

DIG/RPF & Director, Security  
Railway Board.

**Recommendation (S. No. 67, Para No. 3.169)**

"The Committee note that the value of copper wire stolen during the year 1969, 1970 and 1971 amounted to Rs. 4.12 lakhs, Rs. 7.03 lakhs and Rs. 7.37 lakhs respectively. In a large number of cases, the thefts are of overhead traction wires which have the effect of dislocating the entire traffic on the affected sections. The Committee note that the incidence of such cases on the Eastern and South

Eastern Railways which are the worst effected, was brought down considerably in 1972 as a result of various measures taken by the Railways. The Committee stress that the Railways should continue their efforts to check the incidence of copper wire thefts. They hope that with the general improvement in the law and order situation in the area in recent months, it would be possible for the Railways to tackle this problem effectively through sustained and effective measures."

#### Reply of Government

Instructions have been issued to the Railways that all out efforts should be made to prevent thefts of copper wire particularly overhead electric traction wire on the Eastern, South Eastern and Northern Railways.

[M/o Rlys. (Rly. Board) O.M. No. 73-B(RCC)-4226 dated the 13th December, 1973].

#### Recommendation (S. No. 68, Para No. 3.174)

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

#### Reply of Government

Instructions have been issued to the Railways that the preventive measures now being taken against thefts of brake beams be stepped up so that the incidence is further brought down.

[M/o Rlys. (Rly. Board) O.M. No. 73-B (RCC)-4226 dated the 13th December, 1973]

#### Recommendation (S. No. 69, para No. 3.182 and S. No. 70, para No. 3.183)

"The Committee find that in quite a large number of cases of persons apprehended for thefts of railway property, it

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

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

### **Reply of Government**

The Railways have been asked to examine the reasons for low percentage of convictions and to remove the defects in investigation/prosecution of the cases, if any. The Railways have also been suggested to study the position of conviction/acquittal every six months and bring to the notice of the State Government the performance of the Government Railway Police in securing convictions in cases of thefts of Railway property for taking effective steps to improve the position, and also to discuss the issue with representatives of the State Government/Police Officers in the meetings of the Joint Committees.

[Ministry of Railways (Railway Board) O.M. No. 73-B (RCC)-4223/  
the 13th Dec., 1973].

### **Further information called for by the Committee**

Please furnish a note showing the follow-up action taken by each Zonal Railway in pursuance of the instructions issued by the Railway Board.

(L.S.S. O.M. No. 1/4/73-RCC dated 11-4-1974).

### **Reply of Government**

All Railways have intimated that the provisions of the Railway Protection Force Regulations and Railway Board's instructions for:

- (a) holding of periodical meetings by the Chief Security Officers with the Deputy Inspectors General of Police of the State; and



- (b) holding periodical meetings of the State Level Committee which consists of the Home Secretary of the State Government, Inspector General of Police, Deputy Inspector General of Police (CID & Railways), Chief Security Officer, Senior Deputy General Manager, Chief Commercial Superintendent and one representative each from the two recognised unions of railway employees;

are being observed in toto. During these meetings, the performance of the Government Railway Police in securing convictions in cases of theft of railway property and the need for speedy and successful prosecution of such cases is being discussed with the representatives of the State Governments concerned.

Since trial of cases in courts takes a long time, the period between the issue of the instructions in July, 1973 and now is considered to be too short to make a realistic assessment of the position of convictions.

[Ministry of Railways (Railway Board) O.M. No. 73-B(RCC)-4223] dt. 25-7-1974)

**Recommendation (S. No. 71, Para No. 3.194)**

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

### **Reply of Government**

Instructions have been issued to the Railways that necessary steps may be taken accordingly and this office advised at an early date.

[Ministry of Railways (Railway Board) O.M. No. 73-B(RCC)-4226 dated the 13th Dec., 1973].

### **Further information called for by the Committee**

Please indicate the steps taken by the Zonal Railways in pursuance of the recommendation.

(L.S.S. O.M. No. 1/4/73-RCC dt. 11-4-1974)

### **Reply of Government**

On all the Railways, regular meetings of Basic Level and State Level Committees are held and problems concerning law and order, thefts and pilferages and other crimes on Railways are discussed and suggestions for tackling them are made to the best advantage of the Railways. Necessary assistance and co-operation of the State Governments in tackling these problems is forthcoming.

[Ministry of Railways (Railway Board) O.M. No. 73-B(RCC)-4223/I dated the 28th May, 1974]

### **Recommendation (S. No. 72, Para No. 3.195)**

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

### **Reply of Government**

Basic Level Committees have since been formed on the Eastern Railway and have been functioning with the co-operation of the two recognised Unions.

[Ministry of Railways (Railway Board) O.M. No. 73-B(RCC)-4226 dated the 13th Dec., 1973].

**Recommendation (S. No. 73, Para No. 3.202)**

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

**Reply of Government**

Instructions have been issued to the railways that railway employees should be encouraged to assist the R.P.F./Police in prevention and detection of crime on Railways and the institution of Joint Committees should be more and more utilised for securing this cooperation from the staff.

[M/o Rlys. (Rly. Board) O.M. No. 73-B(RCC)-4226 dated the 13th December, 1973.]

**Recommendation (S. No. 74, Para No. 3.203)**

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

**Reply of Government**

The Government are alive to the need for imposing deterrent punishment not only on the R.P.F. Staff but also on other Railway employees who are found indulging in corrupt practices. The Vigilance Organisation on the Zonal Railways and in the Railway Board investigate complaints of corruption containing specific allegations. They also conduct preventive checks to unearth mal-practices. Where the departmental (disciplinary) action is taken pursuant to investigations by the Vigilance/SPE, the investigating agency keeps a watch over the disciplinary proceedings and on their finalisation, examines the adequacy of the penalty imposed and moves the competent authority for a review and for enhancement of the penalty where considered necessary.

Similarly in cases where members of R.P.F. or other Railway employees are found involved in Crimes against Railway or public

property, they are either prosecuted in a Court of Law or dealt with departmentally. In all such cases deterrent punishment is aimed at.

[M/o Rlys. (Rly. Board) O.M. No. 73-B (RCC)-4226 dated the 13th December, 1973.]

#### Recommendation (S. No. 75, Para No. 4.7)

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

#### Reply of Government

This is merely an observation and has been noted.

[Ministry of Railways (Railway Board) O.M. No. 73-B(RCC)-4226 dated the 13th December, 1973].

#### Recommendation (S. No. 76, Para No. 4.8)

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

#### Reply of Government

The High Powered Committee on Security and Policing on Railways had critically examined the working methods of the Railway Protection Force and have made certain recommendations on the same. As a result of those recommendations an Officer on Special Duty was appointed to suggest changes/alternations etc. that are needed in the working methods, administration and deployment of the Railway Protection Force. The Report on Reorganisation of Railway Protection Force by the said Officer on Special Duty has been examined and considered by the Railway Board. Of the three alternative proposals given in the Reorganisation Report, the Board have accepted, with the approval of the Minister of Railways, the proposal which entails no additional expenditure. The salient feature

of the Reorganisation Scheme as accepted by the Government are as follows:—

- (1) A separate Investigation Branch is to be created for taking up investigation and conducting enquiries into all cases of theft, loss, fraud, etc.
- (2) The existing Uniform and Armed Branches are to be merged and a Protection Branch on standard Company pattern is to be organised. The duties of this Branch will be preventive in nature.
- (3) The beat-cum-patrol system of working is to be introduced in place of fixed-point duties wherever possible and practicable.
- (4) A higher percentage of personnel on the Zonal Railways is to be armed.
- (5) The number of posts in a Division on the Railways will be equal to the number of Armed Companies (excluding reserve) allotted to that Division. The jurisdiction of the Posts and Outposts is to be revised accordingly.
- (6) The heavier Divisions having a strength of over 800 RPF personnel are to be placed under the charge of a Security Officer assisted by an Assistant Security Officer.
- (7) Crime Intelligence Branch on the Zonal Railways is to be decentralised and distributed to the Divisions.

The reorganisation of the Railway Protection Force is aimed at providing better supervision at all levels which in turn is likely to prove effective in controlling crime on Railways. Similarly, the reorganisation of the Protection Branch on Platoon/Company basis will provide more elasticity in deploying the manpower as against the present element of rigidity. The formation of separate Investigation and Protection Branches as envisaged in the Reorganisation Proposals will help each Branch working exclusively on the duties assigned to them thereby achieving better results both on the investigation as well as on the protection side. However, as a result of a Writ Petition filed by certain members of the R.P.F., further implementation of the Reorganisation Scheme of the R.P.F. has been stayed for the time being by an order of the Delhi High Court.

[M/o Rlys. (Rly. Board) O.M. No. 73-B (RCC)-4226 dated the 13th  
December, 1973.]

**Recommendation (S. No. 77, Para No. 4.9)**

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

**Reply of Government**

Instructions have already been issued to the Zonal Railway Administrations to implement the various recommendations contained in the Report on the Reorganisation of R.P.F. As a first step towards the reorganisation of the Force, recruitment of about 1,600 Rakshaka on the various Zonal Railways has already been completed.

Additional posts in the supervisory (non-gazetted) ranks of the R.P.F. as required in the Reorganisation Scheme have also since been sanctioned by the various Railways. Action to implement the accepted recommendations is in progress.

The implementation of the Reorganisation Scheme was temporarily blocked on account of the stay granted on 18th June, 1973 by the Delhi High Court on Writ Petition No. 626 of 1973 filed by some of the staff of the R.P.F. The stay has, however, since been vacated by the Division Bench of the Delhi High Court on 23rd July, 1973 but in the order given by the Court it has been specified that whatever proposals of the Reorganisation Scheme are implemented the same will be subject to the decision on the main Writ Petition.

[M/o Rlys. (Rly. Board) O.M. No. 73-B (RCC)-4226 dated the 13th December, 1973.]

**Recommendation (S. No. 78, Para No. 4.50)**

The Committee note that the duties and responsibilities of the Railway Protection Force and Government Railway Police with regard to apprehension, investigation and conviction of persons found guilty of theft of Railway property, are stated to be "well defined" and that the bifurcation is stated to have posed no serious difficulties in conducting prosecutions. It is, however, admitted that difficulties do arise from time to time in the execution of day to day duties by members of the two organisations, particularly in the registration of cases.

**Reply of Government**

In so far as the duties of R.P.F. to protect Railway property are concerned, these relate to keeping watch in the yards, stations, goods

sheds etc. These are, therefore, in the nature of watch and ward functions and if in the discharge thereof, they come across any person committing or attempting to commit an offence against Railway property, they hand him over to the Government Railway Police after initial search and or arrest, if necessary. This part of their functions is, therefore, in the nature of an aid to the Government Railway Police and there is no overlapping. However, under the RP(UP) Act, 1966 the Railway Protection Force have been given powers of inquiring and prosecution of culprits found in unlawful possession of Railway property. These powers are akin to those of the Police but are restricted only to cases of unlawful possession of Railway property. Cases wherein offences of theft, robbery or dacoity etc. are made out lie solely within the purview of the Government Railway Police for investigation and prosecution.

[Ministry of Railways (Railway Board) O.M. No. 73-B (RCC)-4226  
dated the 13th Dec., 1973]

#### Recommendation (S. No. 80, Para No. 4.52)

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

#### Reply of Government

The observations of the Committee are noted.

With a view to making it a more effective instrument of protection of Railway Property, R.P.F. is being reorganised.

[Ministry of Railways (Railway Board) O.M. No. 73-B (RCC)-4226  
dated the 13th Dec., 1973]

#### Recommendation (S. No. 82, Para 4.54)

The Committee consider that the increasing incidence of crime against Railway property and the spate of agitations, bundhs and hartals in the country of which the Railways unfortunately happen to be the first and main target, make it incumbent that there should be full co-operation and rapport between the R.P.F. and G.R.P. at all levels. The Committee trust that the institution of the Joint Committee will also be utilised by the Railways in an increasing manner to secure the co-operation of the State Governments in protecting

railway property and in bringing the culprits to book. It should be ensured by Government that law and order are effectively enforced by the Government Railway Police.

### Reply of Government

With regard to crime against railway property the Railway Protection Force is responsible for the protection of railway property, including booked consignments, against theft. The investigation of cases of theft of Railway property is the responsibility of the Government Railway Police. With regard to law and order situation consequent on agitations, bundhs, hartals, etc. on the Railways, the responsibility for dealing with the same lies with the Government Railway Police. As far as the protection of Railway property including booked consignments against theft is concerned, the Railway Protection Force takes the necessary preventive measures by way of security arrangements at yards and other Railway installations and by way of escorts of goods trains to the extent possible in vulnerable areas. Periodical meetings are held at all levels between the Railway Protection Force and the Government Railway Police where questions pertaining to prevention as well as investigation of crime on the Railways are discussed, and thereby necessary co-operation and rapport between the R.P.F. and the Government Railway Police is maintained at all levels. The institution of State level Committees has also helped to improve this co-ordination and co-operation. Even in the matter of protection of Railway property during agitations and bundhs on the Railways, the Railway Protection Force gives the necessary help to the extent possible by way of reinforcements to the Government Railway Police.

As the maintenance of law and order on the Railways is primarily the responsibility of the State Governments, the suggestion made by the Committee that this should be ensured, has been passed on to the Ministry of Home Affairs for issue of suitable instructions to the State Governments. The Ministry of Home Affairs have since issued suitable directives to the State Governments in this connection.

[Ministry of Railways (Railway Board) O.M. No. 73-B (RCC) 4226 dated the 13th Dec., 1973]

### Recommendation (S. No. 82, Para No. 455)

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



### Reply of Government

It has been decided to reorganise the Railway Protection Force so as to make it more effective in dealing with crime on Railways and for protection of Railway property. The broad outlines of the Reorganisation Scheme are formation of separate Investigation and Protection Branches, higher percentage of Armed personnel, administrative changes at Divisional and Headquarters level and changes in the working methods of the Force.

While the various recommendations contained in the Report on 'Reorganisation of R.P.F.' were in the process of implementation, certain staff of the R.P.F., Northern Railway filed a writ petition in the Delhi High Court on which the Court has granted stay order. As such, work of reorganising the Railway Protection Force has been held up till the case is decided by the Court.

[Ministry of Railways (Railway Board) O.M. No. 73-B (RCC)-4226] dated the 13th Dec., 1973]

#### Recommendation (S. No. 84, Para No. 4.56)

The Committee note that the Railways are incurring an expenditure of about Rs. 3 crores per annum on Government Railway Police to meet (i) the cost of police personnel employed on 'order' duties including additional police employed during melas and fairs; (ii) the cost of providing residential accommodation to such personnel; (iii) 1/4th cost of supervisory staff; (iv) 1/4th cost of rent of residential accommodation provided to such staff.

### Reply of Government

This is only an observation.

[Mo Rlys. (Rly. Board) O.M. No. 73-B (RCC)-4226 dated the 13th December, 1973.]

#### Recommendation (S. No. 85, Para No. 4.57)

The Committee would like the Railway Protection Force to be armed with necessary powers to enable it to discharge its duties efficiently and effectively so that it may not plead lack of sufficient powers as an excuse for its performance not being upto the mark as has been the case hithertofore. The Committee recommended that the question of entrusting more powers to the Railway Protection Force to make this Force really effective in guarding railway property and apprehending the miscreants, should be gone into and effective measures taken to implement the decision expeditiously.

The Committee need hardly stress that unless the Railway Protection Force is made effective in the discharge of its duties and is successful in bringing down the incidence of thefts and pilferage on the Railways, the huge expenditure of over Rs. 12 crores annually on this Force would hardly appear to be justified.

### Reply of Government

The Ministry of Railways are alive to the problem of making the Railway Protection Force more effective and efficient in dealing with crime on Railways and for safeguarding the Railway property. In this context, the High Powered Committee on Security and Policing on Railways, 1968 and the Administrative Reforms Commission have made the following recommendations relating to the enhancement of legal powers of the Railway Protection Force:—

#### *Recommendations of the High Powered Committee*

Recommendation No.	Text of Recommendation
1	2
27	Investigations into thefts of booked consignments must be pursued with vigour and for this purpose, the Railway Protection Force should be invested with the requisite powers.
38	Such powers as are laid down in Sections 151 and 152 of the Criminal Procedure Code should be conferred on members of the Railway Protection Force to enhance their utility.
52	The following offences relating to railway property should be treated as special offences and a minimum punishment prescribed for them:—
	(i) Theft of railway property.
	(ii) Criminal breach of trust and criminal misappropriation in respect of railway property.
	(iii) Dishonestly receiving of stolen railway property.
	(iv) Habitually dealing in stolen railway property.
	(v) Cheating in respect of railway property.
	(vi) Forgery of register, or certificate or any other document, intending that such document shall be used for the purpose of cheating the Railway Administration.

(vii) Wilfully destroying, altering, mutilating or falsifying any book, paper, writing valuable security or other document belonging to the Railway, with intent to defraud the Railway Administration.

(viii) Making or counterfeiting any seal, plate or other instrument for making an impression or for possession thereof intending that the same shall be used for the purpose of committing any forgery.

**Note :—**A higher punishment should be prescribed for these offences when committed by a railway servant.

56 All such offences should be made non-cognizable by the Police and at the same time powers should be given to members of the Railway Protection Force to arrest without any order of a Magistrate and without a warrant, any person who has been concerned in the commission of any such offence.

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

2. Similar recommendations providing for enhancement of the legal powers of the R.P.F. by empowering them to deal with investigation and prosecution of cases of theft of railway property (including booked consignments) have also been made by the Administrative Reforms Commission as detailed below:—

#### *Recommendations of the Administrative Reforms Commission*

38. (1) The powers of the Railway Protection Force for investigation and prosecution should be enlarged to cover offences of theft etc. in respect of the Railway property, and not merely those relating to the unlawful possession of such property. Their jurisdiction should be clearly demarcated.

38(3) Within the Railway Protection Force, the staff employed on watch and ward duties should be separated from the staff employed on the investigation and prosecution of offences.

3. All the recommendations noted above were referred to the Ministry of Home Affairs|Law for their views|comments. The Ministry of Home Affairs have not agreed to the conferment of Police powers as recommended by the Committee|Commission in the recommendations noted above. The Ministry of Home Affairs have argued that the R.P.F. already enjoy sufficient powers under Sections 12, 13 and 14 of the R.P.F. Act and therefore, there is no need for giving them more powers. The Ministry of Law have also opined that it is not possible to vest any Police powers in the R.P.F. personnel as envisaged in Recommendation No. 69 of the High Powered Committee.

4. The detailed comments|arguments advanced by the Ministries of Home Affairs and Law have been further studied and examined in the Ministry of Railways and the question of enhancement of the legal powers of the R.P.F. as recommended by the High Powered Committee and the Administrative Reforms Commission is being taken up at a higher level with those Ministries.

5. To sum up the Ministry of Railways are pursuing with the Ministries of Home Affairs and Law the following proposals relating to additional legal powers which are required to be conferred on the R.P.F. personnel:—

- (i) Powers to investigate and prosecute the cases of theft, fraud, embezzlement etc. relating to the railway property (as defined in the R.P.F. Act, 1957).
- (ii) Powers as are laid down in Sections 151 and 152 of the Criminal Procedure Code.
- (iii) The Ministry of Railways (Central Government) may be empowered to confer or impose by general or special order upon any member of the Force any of the powers or duties that are imposed on a Police Officer of any class or grade by or under the Code of Criminal Procedure, 1898 or any other Law for the time being in force.

6. The working paper prepared on the subject is presently under consideration.

7. As regards recommendation No. 38(iii) made by the Administrative Reforms Commission, it is stated that the Zonal Railway Administrations have already been directed to form a separate Investigation Branch as recommended in the Reorganisation Report of R.P.F. A separate Prosecution Branch is already functioning on the Railways. However, further implementation of the Reorganisation of R.P.F. has been stayed by the Delhi High Court in a Writ Petition recently filed by some members of the R.P.F.

[Min. of Rlys. (Rly. Board) O.M. No. 73-B(RCC)-4226, dt. the 13th Dec., 1973].

#### **Further information called for by the Committee**

Please indicate the latest position in regard to the question of enhancement of the legal powers of the RPF stated to have been taken up with the Ministries of Law and Home Affairs.

(L.S.S. O.M. No. 1/4/73-RCC dt. 11-4-1974).

#### **Reply of Government**

The matter is under consideration of the Ministry of Law (Department of Legal Affairs) whose concurrence is awaited.

[Ministry of Railways (Railway Board) O.M. No. 73-B(RCC)-4223/ Part I dated 3-5-1974].

#### **Comments of the Committee**

The Committee would like the Government to finalise the question of enhancing the legal powers of the Railway Protection Force expeditiously.

#### **(Recommendation (S. No. 90, Para No. 4.83)**

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

#### **Reply of Government**

Board have now decided that instead of direct recruitment in Class I, it will be more advantageous to have direct recruitment in the Gazetted cadre of the RPF in Class II. The RPF Superior Off-

cers Recruitment Rules, 1968 are under amendment so as to provide for 30 per cent of the posts in the ASOs cadre being filled up by direct recruitment through the UPSC. The question of having a separate Class I service in the RPF can be taken up a few years hence when the required number of Class I Officers are available. The feasibility of drafting Officers from the Indian Police Service on a permanent basis in Class I cadre of the RPF can be considered only at a later date after the Class I service of the Railway Protection Force is formed. At this stage, the question of drafting IPS Officers on a permanent basis does not arise as there is no Class I service in the R.P.F. This suggestion, however, will be kept in mind for implementation at the appropriate time.

[Ministry of Railways (Railway Board O.M. No. 73-B(RCC)-4226 dated the 13th December, 1973].

#### **Recommendation (S. No. 91, Para No. 4.84)**

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

#### **Reply of Government**

Necessary provision already exists in the R.P.F. Regulations for the recruitment of ex-military men at the lowest level i.e. Rakshaks, if their age does not exceed 40 years. There is no limit upto which such recruitment can be resorted to.

[Ministry of Railways (Railway Board O.M. No. 73-B(RCC)-4226 dated the 13th December, 1973].

#### **Recommendation (S. No. 92, Para No. 4.85)**

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

#### **Reply of Government**

The observation made by the Railway Convention Committee has been noted. The Ministry of Home Affairs have been requested

to instruct the various State Governments to keep in view the observations of the Committee while posting Police personnel to the Government Railway Police.

[Ministry of Railways (Railway Board) O.M. No. 73-B(RCC)-4226, dated the 13th December, 1973].

**Recommendation (S. No. 96, Para No. 4.99)**

“The Committee note that it is proposed to provide systematic training in the working of Railways to Government Railway Police personnel in the Railway Protection Force Training College, Lucknow. They would like the syllabi and other details of the scheme to be finalised quickly. The Committee need hardly stress that the syllabus should be such as to inculcate in the trainees a sense of social purpose, an awareness of importance of protection of public property, the import of the Directive Principles of State Policy etc. etc.”

**Reply of Government**

The proposal to provide systematic training in the working of Railways to Government Railway Police personnel, was discussed at the Conference of Dy. Inspectors General, C.I.D. (Railway) of the various State Governments convened by the Ministry of Home Affairs (Intelligence Bureau) in New Delhi on 30th April, 1971. It was decided thereat that arrangements should be made for systematic training of GRP personnel in the working of Railways in some suitable Railway Training Institutions. It has accordingly been decided that the training course for GRP personnel should be organised at the Jagjiwan Ram R.P.F. Training College, Lucknow, The first course for Inspectors and Sub-Inspectors is proposed to be held shortly, as soon as nominations from the State Governments are received.

The syllabus for the course has been so framed as to inculcate in the trainees a sense of social purpose and to bring home to them the awareness and importance of protection of public property and the import of the Directive Principles of State Policy etc., as desired by the Committee.

[Ministry of Railways (Railway Board) O.M. No. 73-B(RCC)-4226, dated the 13th December, 1973].

**Recommendation (S. No. 97, Para No. 4.100)**

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

**Reply of Government**

In this connection, it may be stated that feasibility of holding joint training camps or refresher courses for the Government Railway Police and Railway Protection Force staff at periodical intervals, for the purpose in view is already under consideration. In the first instance, it is proposed to start a joint training course at the JR/RPF Training College, Lucknow. Based on the experience gained in the running of this Training Course in the Lucknow College, the question of arranging similar courses for constables and Head Constables in the Zonal Training Centres of other Railways will be examined.

[Ministry of Railways (Railway Board O.M. No. 73-B(RCC)-4226 dated the 13th December, 1973].

**Recommendation (S. No. 98 Para No. 5.39).**

The Committee note that while the total number of claims preferred has gone up from 7.01 lakhs in 1969-70 to 7.16 lakhs in 1971-72, the number of claims admitted by the Railways has come down from 4.14 lakhs in 1969-70 to 3.64 lakhs in 1971-72. Thus the percentage of number of claims rejected has increased from 40 in 1969-70 to 49 in 1971-72. While the Committee would like the Railways to conduct searching investigations into the claims preferred and reject those which are bogus or untenable, they would at the same time desire that all genuine claims are admitted irrespective of the amount involved. There is a feeling that Zonal Railways in their zeal to reduce the incidence of compensation claims repudiate claims on mere technical grounds even though they may be genuine.

**Reply of Government**

The Committee's recommendation that all genuine and payable claims should be admitted irrespective of the amount involved, is in keeping with the extant policy of the Railways, and is accepted. It may be pointed out that all claims settled otherwise than by payment are not necessarily cases of rejection or repudiation. In several



cases, consignments are traced and delivered to the claimants treating the claims withdrawn or claim are set off against unconnected consignments already delivered to the same claimant. It may also be pointed out that when there is violation of mandatory provisions of law, claims have to be repudiated even on technical grounds.

[Ministry of Railways (Railway Board O.M. No. 73-B(RCC)-4226 dated the 13th December, 1973].

**Recommendation (S. No. 99, Para No. 5.40)**

The Committee would like the Ministry to examine the reasons for the heavy incidence of rejection of claims to ensure that the rejections are justified and have been done for sound reasons. The Committee cannot stress too strongly that the Railways, as a carrier, are duty-bound to give maximum satisfaction to their customers and ensure that genuine claims are admitted and paid expeditiously.

**Reply of Government**

It is the constant endeavour of the Railways to ensure that all claims are settled on merits and expeditiously. Appeals against decisions of repudiation are examined by an officer senior to the one who took original decision. The Railways have again been instructed to analyse the main causes of repudiation of claims, and to ensure that no claim is rejected on flimsy or insufficient ground.

[M]o Railways (Railway Board) O.M. No. 73-B (RCC)-4226, dated the 13th Dec. 1973].

**Recommendation (S. No. 100, Para No. 5.41)**

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

**Reply of Government**

This is already the accepted policy. Intensification of claims prevention measures in the recent past have paid some dividends and in 1972-73, in spite of rising prices, the amount of compensation

paid for grains and pulses, sugar, vegetable oil, piece goods, tea and spices has shown a declining trend.

[M/o Railways (Railway Board) O.M. No. 73-B (RCC)-4226, dated the 12th December, 1973].

#### Further information called for by the Committee

Please indicate the number and value of compensation claims paid during 1972-73 in respect of grains and pulses, sugar, vegetable oil, piece goods, tea and Spices (separately).

(L.S.S. O.M. No. 1/4/73-RCC dated 11-4-1974)

#### Reply of Government

The number and value of compensation claims paid during 1972-73 in respect of grains and pulses, sugar and jaggery, vegetable and other edible oils, piece goods, tea and spices are given below:—

Commodity	No. of claims paid during 1972-73	Amount of compensation paid during 1972-73
1. Grains and pulses . . . . .	65,946	243.10
2. Sugar and Jaggery . . . . .	17,404	100.63
3. Vegetable oils and other edible oils . . . . .	3,834	21.99
4. Piece-goods . . . . .	12,351	70.04
5. Tea . . . . .	11,436	41.44
6. Spices . . . . .	5,357	19.70

[M/o Railways (Railway Board) O.M. No. 73-B (RCC)-4226, Part I dated 3-5-74]

#### Recommendation (S. No. 101, Para No. 5.42)

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

### Reply of Government

This is in accordance with the existing policy.

[Ministry of Railways (Railway Board) O.M. No. 73-B (RCC)-4226, dated the 13th December, 1973].

#### Recommendation (S. No. 102, Para No. 5.43)

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

### Reply of Government

Accepted. With a view to obtain meaningful data to organise Claims Prevention activities, detailed instructions have been issued to the Railways for computerisation of Claims statistics.

[Ministry of Railways (Railway Board) O.M. No. 73-B(RCC)-4226, dated the 13th December, 1973].

#### Recommendation (S. No. 104, Para No. 5.58)

The Committee note that the Railway Board have taken steps to delegate additional powers to the various officers regarding settlement of claims which are now uniform on all Railways. The Committee need hardly stress that mere delegation of powers would not be of help unless steps are simultaneously taken to streamline the functioning of the Claims Offices and Commercial Organisations of the Railways at all levels. The Committee recommend that each Railway should utilise the services of its efficiency cell to streamline the procedures for settlement of claims. Continuous watch should also be kept over the time taken and expenditure incurred in settlement of claims by each Railway. The Committee further suggest that the Railways should also benefit from the experience of other organisations in the country which deal with the settlement of claims, to find out to what extent the procedures followed by them could be applied on the Railways. It would also be of help if the procedures in the settlement of claims followed in foreign countries are also studied to improve the working of the claims organisation of the Railways.

### Reply of Government

The recommendation is noted. The Zonal Railway Administrations have been instructed to utilise the services of their efficiency cells to further streamline the procedure for settlement of claims. Continuous watch is also being kept on the performance of claims offices in regard to time taken and expenditure incurred in settlement of claims by each Railway.

The procedure for settlement of claims by other organisations in the country and by Railways in foreign countries will be ascertained and procedures found useful will be considered for adoption.

[Ministry of Railways (Railway Board) O.M. No. 73-E(RCC)-4226, dated the 13th December, 1973].

#### Recommendation (S. No. 108, Para No. 5.73)

During the course of their tours, the Chambers of Commerce as well as individual businessmen have complained to the Committee about the vexatious delays that occur in the settlement of even petty cases. This point was emphasised by the Expert Committee also. The Committee cannot too strongly urge, the Ministry to take concrete steps in the light of the recommendations of the Expert Committee to improve matters by streamlining the procedures at all levels. It is necessary for the Railways, as a carrier, to earn the goodwill of the customers and give them utmost satisfaction. The Committee have no doubt that the quick settlement of claims, will go a long way to achieve this object.

### Reply of Government

This is the extant policy of the Railways. Some of the steps taken for quicker settlement are detailed below:—

- (i) Proforma for preferment of claims has been drawn up and advised to the trade to ensure submission of all necessary documents essential for settlement of the claim.
- (ii) The limit for fixation of inter-railway liability has been enhanced from Rs. 200/- to Rs. 2,000/-.
- (iii) As a result of work studies of several claims offices, delays in registration and disposal of claims have been localised and remedial action taken.

- (iv) The powers delegated to claims settlement officers have been liberalised.
- (v) Mobile Claims Offices visit certain important stations in order to settle claims expeditiously on the spot.
- (vi) Monetary limit of claims requiring financial concurrence before payment has been raised from Rs. 1,000/- to Rs. 5,000/- with the result that only claims involving payment of Rs. 5,000/- and above are to be referred to Finance for concurrence.
- (vii) Instructions have been issued for summary settlement of claims of small value.

[Ministry of Railways (Railway Board) O.M. No. 73-B(RCC)-4226 dated the 13th December, 1973].

#### **Recommendation (S. No. 109, Para No. 5.74)**

The Committee trust that detailed targets would henceforth be laid down for all concerned and the defaulting staff treated sternly.

#### **Reply of Government**

The Railway Board has already laid down detailed targets. The Zonal Railways have been asked to take up staff responsible for avoidable delays.

[M/o Railways (Railway Board) O.M. No. 73-B (RCC)-4226 dated the 13th December, 1973.]

#### **Recommendation (S. No. 110, Para No. 5.85)**

While the Committee do not wish that the Railways should exercise any sort of discrimination between the claims of bulk users of Railways transport, whether in the public or private sector *vis-a-vis* small businessmen and entrepreneurs they consider that the very quantum of traffic offered by major industrial concerns in the country imposes an obligation on the Railways to develop a system of regular and close liaison with the organisations concerned so that their difficulties in regard to the settlement of claims and their suggestions in this regard are dealt with expeditiously. This is necessary not only for developing better customer relations but also for enabling the Railways to plan for provision of the facilities needed for safer handling of the growing volume of traffic offered by such concerns.

### Reply of Government

This is in accordance with the existing policy. Instructions already exist that the Railway should maintain a list of outstanding claims of regular and large customers and hold periodical meetings with them so that the necessary information may be collected and claims settled expeditiously. In addition, the Marketing and Sales Organisation of the Railway keeps in close touch with major industrial concerns to render them satisfactory service. The views of the Committee have been brought to the notice of the Zonal Railways to ensure implementation of the existing instructions.

[M/o Railways (Railway Board) O.M. No. 73-B (RCC)-4226  
dated the 13th December, 1973.]

### Recommendation (S. No. 111, Para No. 5.86)

The Committee consider that so far as cement is concerned, the Railways should examine the feasibility of fixing the rate of compensation on an uniform basis throughout the country in view of the fact that the FOR price is the same for all destinations. This would enable them to pay compensation without delay on production of the assessment certificate.

### Reply of Government

Claims on cement are already being settled by all Railways at the F.O.R. price quoted in the Beejuck. Action is also being taken in consultation with the Ministry of Industrial Development to circulate the FOR price fixed by that Ministry from time to time, so that the need for calling Beejuck only for ascertaining the price can be obviated.

[M/o Railways (Railway Board) O.M. No. 73-B (RCC)-4226  
dated the 13th December, 1973.]

### Recommendation (S. No. 114, Para No. 5.95)

The Committee welcome the steps taken by the Railways in instituting a system of settlement of claims of the value of upto Rs. 1000/- through mobile claims offices. These offices provide an opportunity to the small claimants to present their cases personally before the claims officers and are also helpful in expeditious disposal of cases involving petty amounts which are stated to account for about 75 to 80 per cent of the total number of claims. The Committee cannot stress too strongly the need for expeditious settlement of claims, particularly petty claims, as it will go a long way in re-furnishing the image of the Railways.

### Reply of Government

The observation made by the Committee is noted. It is the constant endeavour of the Railways to settle all claims for compensation, particularly petty claims as expeditiously as possible.

[M/o Railways (Railway Board) O.M. No. 73-B (RCC)-4226.  
dated the 13th December, 1973.]

### Recommendation (S. No. 115, Para No. 5.96)

The Committee would, however, like that the working of the mobile claims offices should be periodically evaluated to judge their performance in investigating claims and settling the genuine ones. Constant watch should be kept to see that the facility of the mobile claims offices is not misused by unscrupulous persons.

### Reply of Government

The recommendation made by the Committee has been noted and suitable instructions have been issued to the Zonal Railways.

[M/o Railways (Railway Board) O.M. No. 73-B (RCC)-4226.  
dated the 13th December, 1973.]

### Recommendation (S. No. 116, Para No. 5.104)

The Committee would like the Ministry to take early steps for maintaining separately the statistics of parcel traffic which consists of high rated commodities. As thefts and pilferage of such commodities are considerable, and the amount paid as compensation is heavy, it is imperative that completed data is available so that the incidence of thefts and pilferage of the same could be watched. The Committee cannot emphasise too strongly the need to take effective remedial measures to reduce the incidence of thefts and pilferage of parcel traffic which is patronised by the common man.

### Reply of Government

Instructions have been issued to the Zonal Railways for maintaining separate statistics for claims on parcel traffic. Instructions have also been issued for computerisation of claims statistics. When computerisation is achieved, separate commodity-wise statistics of claims paid on goods and parcels would be available. Various steps have been taken in the recent past to curb the incidence of thefts and pilferage. This aspect continues to receive special attention of the Railways.

[M/o Railways (Railway Board) O.M. No. 73-B (RCC)-4226.  
dated the 13th December, 1973.]

**Recommendation (S. No. 117, Para 5.105)**

The Committee trust that speedy and effective implementation of the various recommendations of the Expert Committee would help the Railways to improve the position regarding the incidence of claims on parcel traffic.

**Reply of Government**

Railways have been directed to quickly implement the accepted recommendations of the One-Man Expert Committee on compensation claims so that the incidence of claims on all types of traffic including parcel traffic may be minimised.

[M/o Railways (Railway Board) O.M. No. 73-B (RCC)-4226  
dated the 13th December, 1973.]

**Recommendation (S. No. 118, Para No. 5.111)**

As complaints continue to be voiced against the working of the system of open/assessment delivery and particularly about the delays that occur, the Committee would like the Ministry of Railways to impress once again upon the Zonal Railways the need for strict compliance with extant instructions on the subject and for taking suitable action against the defaulting staff.

**Reply of Government**

As desired by the Committee, the instructions on the subject have been repeated to the Railway Administrations to ensure that delays in the grant of open/assessment deliveries are avoided.

[M/o Railways (Railway Board) O.M. No. 73-B (RCC)-4226  
dated the 13th December, 1973.]

**Recommendation (S. No. 119, Para No. 5.123)**

The Committee would like the Ministry of Railways to take up with the Ministry of Transport and Shipping the question of evolving an uniform system of settlement of claims arising on the Port Trust Railways. As the Port Trusts are autonomous bodies, the feasibility of asking them to make their own arrangements for settlement of claims arising in the areas within their jurisdiction may be examined. It is necessary that the Port Trust authorities have a clear conception of the incidence of claims in their areas so that they can fix responsibility and take other preventive measures. Needless to say that the Railways should continue to extend necessary cooperation to the port authorities in this matter.



### **Reply of Government**

Claims for compensation are generally settled by the destination Railways. Bombay Port Trust and Madras Port Trust themselves settle claims lodged in respect of destination stations on their system. Claims pertaining to stations on Calcutta Port Commissioners are, however, settled by contiguous Railways namely, Eastern and South Eastern Railways as long-standing practice. The Ministry of Railways have addressed the Ministry of Transport and Shipping for their views in regard to a uniform practice for settlement of claims arising on the port Trust Railways.

It is pointed out that irrespective of the fact whether a claim is settled by the Port Trust Railway or the Government Railway, liability for amount paid is apportioned between the two according to Conference Rules which have been framed to fix responsibility on the Railway on which loss has occurred or where it is not possible to localise the cause on kilometrage basis. It may also be added that there were numerous public complaints against Bombay Port Trust Railway for not settling the claim, and to remove the cause of these complaints, Board had to agree that the B.P.T. Railway will pay compensation out of the earnings of the Central Railway. However, as mentioned above, the recommendation of the Committee has been communicated to the Ministry of Transport and the final decision will be taken in consultation with that Ministry.

[M/o Railways (Railway Board) O.M. No. 73-B (RCC)-4226 dated the 13th December, 1973.]

#### **Further information called for by the Committee**

Please intimate the latest position in the matter.

[L.S.S. O.M. No. 1|4|73-(RCC) dt. 11-4-1974]

### **Reply of Government**

The Ministry of Transport & Shipping were requested to furnish their views and proposals on the recommendation of the Railway Convention Committee. Reply from that Ministry is still awaited. They have been reminded.

[Ministry of Railways (Railway Board) O.M. No. 73-B (RCC)-4223/Part I dt. 3-5-1974].

#### **Comments of the Committee**

The Ministry of Railways should expedite the final decision on the question of evolving a uniform system of settlement of claims arising on the Port Trust Railways in consultation with the Ministry of Transport and Shipping.

**Recommendation (Nos. 121, 122 and 123, Para Nos. 5.139, 5.140 and 5.141)**

The Committee note that in pursuance of the recommendations of the Expert Committee, the Ministry of Railways have issued certain instructions to the Claims Prevention Officers and others concerned regarding the necessity for preventing unnecessary litigation and for better and more effective presentation of their evidence and arguments in cases which are taken to courts so that the same are not lost for reasons within their control.

In view of the increasing incidence of cases being contested in courts and also of those decided against the Railways, the Committee consider that the need for revamping the procedures is yet to be realised and appreciated by the staff engaged on this work. The Committee would like the Ministry of Railways to take concrete steps for effective implementation of the recommendations of the Expert Committee so that the incidence of cases under litigation is minimised. Instructions may also be issued to all Zonal Administrations to maintain officer-wise statistics of cases decided in favour of the Railways and those decreed against them so that responsibility therefor could be fixed.

It is also necessary that in all cases which are decreed against the Railways, the reasons for the same are analysed in detail so that necessary corrective measures could be taken.

**Reply of Government**

Attention of the Railways has again been drawn to the accepted recommendations of the Expert Committee, and instructions issued by the Railway Board thereon. They have been asked to ensure full implementation thereof. It may be, however, pointed out that the Railways have not yet been able to strengthen the staff of their claims offices for implementing some of these recommendations, such as setting up of a separate cell to deal with notices of suits received under S. 80 of the Civil Procedure Code, due to dire need for economy in staff expenditure and ban imposed from time to time on creation of ministerial posts. Nevertheless, the problem is receiving constant attention within the available resources.

Instructions have been issued that the Railways should maintain statistics of suits decreed and dismissed, Law Assistant-wise, and review the performance of each official at the end of each year on the basis of this data. Only one officer is in charge of court case section dealing with suits for compensation.

The reasons for decrees against Railways are analysed by Railways for taking corrective measures. Instructions have been issued that this should be done regularly and systematically.

[M/o Railways (Railway Board) O.M. No. 73-B (RCC)-4226  
dated the 13th December, 1973.]

**Recommendation (S. No. 125, Para No. 5.150)**

The Committee would also like Government to impress upon public sector enterprises that they should file their claims in time to enable Railways to investigate them properly and expeditiously.

**Reply of Government**

Accepted. The public sector enterprises are fully aware of the legal provision that claims against Railways should be preferred within six months. However, the Railways have been asked to impress upon them once again that filing of a claim within six months is mandatory.

[M/o Railways (Railway Board) O.M. No. 73-B (RCC)-4226  
dated the 13th December, 1973.]

**Recommendation (S. No. 126, Para No. 5.155)**

The Committee consider that since the Railways and other public undertakings in the country are subject to the same discipline, it is necessary for them to ensure that there is no cause for taking claims cases to courts for adjudication. Differences, if any, in this regard should be sorted out through mutual discussion at appropriate levels.

**Reply of Government**

The observations of the Committee are noted and suitable instructions have been issued to the Railway Administrations.

[M/o Railways (Railway Board) O.M. No. 73-B (RCC)-4226  
dated the 13th December, 1973.]

**Recommendation (S. Nos. 127, 128 & 129, Paras 5.161, 5.162 & 5.163)**

The Committee consider that for any serious attempts at claims prevention and claims settlement to succeed, it is of the utmost importance that the Railways should keep themselves in close touch with all their regular customers whether big or small. So far as the organised sector is concerned, this purpose is to a large extent served by the Divisional, Zonal and National Railway Users' Consultative

Committees and also through meetings and liaison with representatives of Chambers of Commerce etc.

The Committee, however, consider that no forum is at present available to the small traders, entrepreneurs and other businessmen to ventilate their grievances in the matter of availability of wagons, booking and delivery of goods and settlement of claims etc.

It was admitted during evidence that there is room for activating the Station Consultative Committees which have been set up at stations where sizable quantity of goods are booked, by enlarging their representation and by having more frequent meetings.

### **Reply of Government**

The Committee's recommendations have been accepted. Apart from the Consultative Committees of rail users set up at various levels to provide opportunities for the management to consult and secure the advice of users of Railway services so that these services may be improved to the extent feasible, close contact is maintained by the Railways with the Trade Community through the Marketing and Sales Organisations set up at the Headquarters of each Railways. Individual grievances of traders are also personally attended to by the Divisional Officers.

Railway Users' Consultative Committees have been set up at stations serving important Commercial and Industrial centres to look into the commercial working relating to booking and other facilities for parcels, luggage, goods traffic and passenger amenities. These Committees already provide a forum to the traders, entrepreneurs and other businessmen of the area served by the station to discuss their problems and find ways and means to solve them in consultation with the Railway Administration.

Necessary instructions have been issued to the Railway Administrations to implement the recommendation regarding activating the Station Consultative Committees in consultation with the appropriate Divisional Railway Users' Consultative Committee.

[M/o Railways (Railway Board) O.M. No. 73-B (RCC)-4226  
dated the 13th December, 1973.]

### **Recommendation (S. No. 131, Para No. 5.165)**

In the face of growing competition from road services, it is in Railway's own interest to take into confidence the trading and business community who are at present impelled to patronise road

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services for want of efficient, reliable and quick rail services so that they may feel a sense of involvement.

### Reply of Government

The need to take the trading and business community into confidence, in the face of keen competition from road, is recognised by the Railways and it is precisely for this reason that the Marketing and Sales Organisation was set up on Railways in the middle of 1967. The functions of this organisation are to conduct market research, canvass additional traffic for Railways, study the pattern of movement of selected commodities, analyse reasons for all where trade and industry etc. This organisation watches the trend of movement of traffic by road and by rail, maintain close liaison with noted and initiates remedial action to retrieve the position. In addition, the Zonal, Divisional and Station Consultative Committees, which are forums for representatives of Railway users to ventilate their difficulties, are being revitalized to forge a link of better understanding of problems facing the Railways and trade & industry.

The Railways have taken the following steps to improve their service to users:—

- (i) Container services with a view to provide a door to door, damage and pilferage free service, were first introduced in 1966 and have been gradually extended. These are now available between all important commercial centres. Further expansion of these services is also planned.
- (ii) Freight Forwarder service in goods traffic, under which the freight forwarder (who is not an agent of the Railways) collects 'smalls' consignments from individual customers and offers as wagon load for transport between specified pairs of stations at fixed lumpsum rates, was introduced in 1969 and is now available between 40 pairs of stations. Similar services in respect of parcel traffic have also been introduced recently. These services are well patronised.
- (iii) Super Express goods services providing fast schedule have been introduced on major trunk routes. The timings of these Express Goods trains are also given in the Public Time Tables for the benefit of the Public.
- (iv) To bring booking/delivery of goods nearer the premises of the customers, Railways have opened Out Agencies, City Booking Agencies/Offices, Street Collection and Delivery services and Mobile Booking services.

- (v) To ease the conditions governing the movement of traffic, packing and minimum weight conditions are also relaxed by the Railways wherever necessary and justified.
- (vi) The importance of courteous behaviour and helpful attitude on the part of Railway staff towards rail users is brought home to Railway staff, through courtsey weeks, seminars etc.
- (vii) Special station to station rates where justified are quoted to attract traffic to rail.

[M/o Railways (Railway Board) O.M. No. 73-B (RCC)-4226, dated the 13th December, 1973.]

#### **Recommendation (S. No. 132, Para No. 5.166)**

The Railways have rendered great service to the Nation during their existence of hundred years and more as carriers of goods and passengers from one corner of the country to the other and continue to play a vital role in the development, modernisation and industrialisation of the country. The crucial role played by the Railways during the recent wars in maintaining communications efficiently has been widely acclaimed by the entire Nation. The Committee have endeavoured in the earlier Chapters of this report to focus attention on some areas relating to commercial operations and allied matters of public importance so that the Railways could make an intensive effort and bring about necessary improvements in these services in the Railways' own interest and in the larger public good.

#### **Reply of Government**

The observations of the Committee are noted.

[M/o Railways (Railway Board) O.M. No. 73-B (RCC)-4226 dated the 13th December, 1973.]

### CHAPTER III

#### RECOMMENDATIONS WHICH THE COMMITTEE DO NOT DESIRE TO PURSUE IN VIEW OF GOVERNMENTS REPLIES

##### Recommendation (S. No. 31, Para No. 2.111)

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

##### Reply of Government

The question of combining the cadres of Ticket Collector and Ticket Examiner is already under consideration of the Government. The revised scales of Pay recommended by the Pay Commission are still under examination of the Govt. and necessary action to consider grant of further incentives based on the revised Pay Scales will be taken in due course.

Instructions already exist with the Railway Administrations that deterrent punishment should be given to the T.T.Es. who are corrupt and who indulge in the anti-social practices of conniving at ticketless travel. Railway officers of all grades have also been asked to conduct frequent checks on the work of the T.T.Es. to ensure that the ticket checking staff follow the rules regarding checking of tickets and realisation of railway dues.

[M]o Railways (Railway Board) O.M. No. 73-B (RCC)-4236,  
dated the 13th December, 1973.]

**Recommendation (S. No. 51, Para 3.86)**

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

**Reply of Government**

Intensive experiments carried out over a long period with BOX wagons provided with sliding roof showed that the flexibility in loading bagged consignments and mineral consignments in the same wagons could not be achieved. In the case of loading of bagged consignments there was no necessity at all for using the sliding roof, as the side doors are utilised for the purpose. Coal loading in the wagons gave rise to a number of difficulties. The coal dust is inclined to get caked up in the grooves of the sliding roof causing jamming of the roof requiring large number of labour to handle each wagon to clean and operate the roof. Power Houses, cement factories and steel plants and other consumers who receive coal/iron ore in bulk, have tipplers and these wagons are not fit for such handling. On account of the roof being jammed very frequently the wagons also need attention in the sickline depots. It is also not possible in day to day working to isolate such BOX wagons with sliding roofs for loading of coal to those areas only where manual handling is done. Considering all these disabilities, the Railways do not intend going in for additional manufacture of BOX wagons with sliding roofs of the design on which experiments have been carried out so far. Wagons with sliding roof capable of loading both coal and foodgrains and general goods traffic should have the versatility of being tipped and immune from the drawbacks referred to above.

[M/o Railways (Railway Board) O.M. No. 73-B (RCC)-4226,  
dated the 13th December, 1973.]

**Recommendation (S. No. 62, Para No. 3.149)**

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



### Reply of Government

There is a system of centralised linking of unconnected wagons on the computer in the Railway Board's office. Divisions of all Zonal Railways are required to periodically send statement of B. G. wagons lying unconnected at stations and BG wagons overdue at stations which are matched on the computer to link the unconnected wagons. This work cannot be effectively done on the computer of the individual Zonal Railways, as a wagon lying unconnected on one Railway may be overdue on another Railway.

[M/o Railways (Railway Board) O.M. No. 73-B (RCC)-4226, dated the 13th Dec. 1973].

### Recommendations (S. No. 81, Para No. 4.53)

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

### Reply of Government

The incidence of thefts and pilferages on the Railways in any areas is largely influenced by the law and order and crime conditions in that State. The law and order position in West Bengal in the last few years has been bad and this has been reflected in the incidence of crime on the Railways.

However, there has been significant improvement in the incidence of compensation claims on the Eastern Railway in 1972-73 as compared to 1971-72. As against Rs. 288 lakhs paid in 1971-72 the figure for 1972-73 was Rs. 267 lakhs. This improvement to a large extent was due to the tightening up of security measures on the Eastern Railway. Instructions have since been issued to further tighten up security measures in the Eastern region in order to further improve the position. The position is under constant watch both at the Zonal Railway level as also the Railway Board level.

[M/o Railways (Railway Board) O.M. No. 73-B (RCC)-4226, dated the 13th Dec. 1973].

### Recommendation (S. No. 86—89, Para Nos. 4.69-4.72)

From the memorandum submitted to them as well as from the discussions with local Railway officials during their tours the Committee have gathered an impression that the Railway authorities

at the Divisional and Station levels are not happy at the existing administrative arrangements for dealing with the Railway Protection Force personnel. These authorities feel a lack of involvement by the R. P. F. personnel in the working of the Railways and sometimes find themselves hamstrung in their day to day dealings with them. It is evident that such a state of affairs cannot ensure efficient management of the Railway operations at the field level.

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

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

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

#### **Reply of Government**

The Watch and Ward organisation on the Indian Railways were required to keep a watch on Railway property in the yards, platforms, goods-sheds and other Railway premises. Due to heavy increase in traffic during and after the 2nd World War it was found that this organisation was not able to effectively cope with the offences against Railway property.

To improve the organisation, it was felt that a separate code of discipline should be evolved for these personnel.

In this background, a reorganisation of the watch and ward organisation was initiated resulting in its conversion into a statutory force under the RPF Act, 1957. Under this act limited powers of 'arrest without warrant' and 'search' were conferred on the R.P.F. in order to enable them to perform their functions viz. security and protection of Railway property effectively. They were also brought on a footing different from other Railway servants mainly for stricter disciplinary control. Some further powers of investigation

and prosecution were conferred also on them under RP(UP) Act, 1966 wherein an officer of the force while inquiring into a case was empowered to exercise the same powers, as an Officer-in-charge of the police station and be subject to same restrictions. Enquiries under this Act were deemed to be judicial proceedings within the meaning of sections 193 and 228 Indian Penal Code.

Summing up, R.P.F. is now a statutory force. Its functions are some-what akin to those of state police and are of a quasi-judicial nature. In the interest of efficient performance of these functions, it is necessary to maintain the independence and administrative integrity of the force. For these reasons the delegation of administrative powers over the personnel of the force has to be confined to the officers of the force.

However, keeping in view the fact that the force is meant for the protection of Railway property and assist in smooth running of the Railways, operational control has been given to the General Managers at Zonal level and the Divisional Superintendent at the Divisional level. In the matter of the protection of Railway property and smooth operation of the Railways, the officers of the force take directions from the General Managers and Divisional Superintendents. To make this operational control real, powers have been given to the Divisional Superintendents and General Managers who also add their own remarks on the confidential reports of Assistant Security Officers and Security Officers on the divisions and Chief Security Officers at Headquarters respectively.

It may also be stated that although Commissioners|Deputy Commissioners|Collectors in the Civil districts exercise over all powers with regard to the maintenance of law & order, they are not conferred powers to interfere with the authority of Inspector General of Police in so far as discipline among police officials is concerned. The States are expressly forbidden under the Police Act from empowering any officer or court otherwise as provided in that Act to control any police functionary. The set up on the Railways is more or less similar with the General Manager being in overall control of the administration of all the departments and the Chief Security Officer being responsible for the discipline & control of the Security Department.

[M/o Railways (Railway Board) O.M. No. 73-B (RCC)-4226,  
dt. the 13th Dec., 1973].

**Recommendation (S. No. 93, Para No. 4.86)**

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

**Reply of Government**

As stated in the recommendation of the Convention Committee, a Sub-Committee of Inspectors General of Police was appointed by the Ministry of Home Affairs and as such, the Ministry of Home Affairs are already aware of the recommendations made by the Sub-Committee. Copies of the Report of the Sub-Committee have also been supplied to the State Governments.

All the recommendations made by the Sub-Committee of Inspectors General of Police are presently under consideration of the Ministry of Railways in consultation with the Ministry of Home Affairs and State Governments.

As regards the drafting of State Police personnel to the Government Railway Police, it is stated that in response to Recommendation No. 92 of the Railway Convention Committee, the Ministry of Home Affairs has already been requested to instruct the state Governments to ensure that the personnel seconded to the Government Railway Police are really competent, efficient and of good calibre.

[M/o Railways (Railway Board) O.M. No. 73-B (RCC)-4226,  
dt. the 13th Dec., 1973].

**Further information called for by the Committee**

Please indicate the present position with regard to the implementation of the recommendations of the Sub-Committee of Inspectors General of Police.

L.S.S. O.M. No. 1/4/73-RCC dt. 11-4-1974)

### Reply of Government

Due to the lack of finances with the State Governments, it has not been found possible to implement the recommendations of the Sub-Committee. The Finance Commission (sixth) have also not agreed to make any specific financial grants to the individual States for the maintenance of Government Railway Police on the basis of the yard-stick recommended by the Sub-Committee of Inspectors General of Police.

[Ministry of Railways (Railway Board) O.M. No. 73-B(RCC)-4223|  
Part I dated 3-5-1974]

### Recommendation (S. No. 94, Para No. 4.87)

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

### Reply of Government

The Railways have no direct control over the G. R. P. which functions exclusively under the State Government. The record of the performance of GRP is available at the Police Stations and out posts and is open to the higher police officers for inspection. In the absence of any direct controlling machinery the Railways cannot make an objective and rational assesment of the performance of GRP. Doing so would also amount to an interference with the functioning of GRP and is likely to be resented by the State Government. However, periodical co-ordination meetings are held at all levels between the officers of the RPF & the GRP at which all matters of mutual interest regarding control of crime on the Railways are discussed. The shortcomings of both the departments are also discussed at these meetings & such action as is necessary to remedy the same is also taken. Besides the Zonal Railways receive a copy of the periodical crime review from the GRP Districts within their jurisdiction. The Railways are therefore in a position to make an assessment of the GRP working in respect of crime control on the Railways.

[Ministry of Railways (Railway Board) O.M. No. 73-B(RCC)-4226  
dated the 13th December, 1973].

### Recommendation (S. No. 103 Para No. 5.44)

The Committee further suggest that instructions may be issued to the Railway administrations to indicate in their annual Reports

the places where claims paid exceed Rs. 10 lakhs a year and the steps taken to tackle the problem in such places for the information of Parliament and the public.

### Reply of Government

The publication of data in regard to places where claims paid exceed Rs. 10 lakhs a year, is likely to give an erroneous impression that the concerned place is giving rise to all the claims. Whereas a claim is lodged on the destination railway on the basis of shortage certificates issued by the destination station, the cause for claim can occur at any point from the booking station to destination station and has to be established in each case.

However, for the purpose of watching the trend and starting investigations, instructions have been issued to the Railways to compile and maintain statistics of number of claims received and amount paid on claims arising at important and large stations where incidence is heavy. The Railways have also been advised that these statistics should be regularly analysed and corrective action taken.

[M]o Rlys. (Rly. Board) O.M. No. 73-B(RCC)-4226 dt. the 13th Dec. 1973]

### Comments of the Committee

The Committee would like the Ministry of Railways to ensure that in the Annual Reports of the Zonal Railways as well of the Railway Board claims statistics are maintained in a manner which would help the public to see the improvement/deterioration, if any, in settling them.

The Railways should also give in clear terms an analysis flowing from the statistics and the action taken to reduce the incidence of claims and to settle them expeditiously.

### Recommendation (S. No. 126, Para No. 5.133)

The Committee observes that the number of suits filed against the Railways for compensation claims was 19,450, 21,042 and 23,772 during 1969-70, 1970-71 and 1971-72 respectively. Of these, the number decided against them was 2511, 3,208 and 3,758 respectively. Thus not only there has been a progressive increase in the number of suits filed against the Railways, the percentage of cases decided

against them has also gone up from 12 to 15 per cent during the above period.

### Reply of Government

The Railway Board are greatly concerned at the rising trend in the registration of new suits, and also in the decrees passed against the Railways. They have again impressed upon the zonal Railways to tone up their machinery to prevent avoidable litigation. It may, however, be noted that in only about 3 per cent of claims preferred, suits are instituted in courts (in 97 per cent cases, decisions of Railway officers are accepted by claimants), and in only about half a per cent of claims preferred, decrees are passed by Courts against the Railways - as the following figures of 1972-73 would indicate:—

No. of new Claims preferred	6,76,919
No. of new suits filed in Courts	24,098
No. of decrees passed against the Railway	3,974
Percentage of suits filed to Claims preferred	3.5%
Percentage of decrees passed to Claims preferred	0.6%

It is also relevant to mention that amounts of compensation claimed in some cases are excessive. Suits in such cases are contested on the ground of quantum of compensation and decrees passed by the Courts are for lesser amount. Hence, every case of a decree is not necessarily a verdict against the Railway's stand.

[Mo Rlys. (Rly. Board) O.M. No. 73-B(RCC)-4226 dt. the 13th Dec 1973]

### Recommendation (S. No. 124, Para No. 5.149)

The Committee note that full powers have been delegated to the General Managers with further authority to re-delegate the powers to the Chief Commercial Superintendts, and Deputy Chief Commercial Superintendts in regard to settlement of suit barred cases subject to the concurrence of the F.A. & CA.O. In practice, however, and as pointed out by the Food Corporation of India, the officers do not sometimes entertain such claims even if they have merit because of their pre-occupation with current work. Even though they are not legally obliged to do so, the Committee consider that the Railways should, as a premier public undertaking, continue to take a realistic view of the matter in order to earn the

goodwill of their customers particularly those in public and co-operative sectors. Statistics of the number of suit barred claims preferred and admitted during a year may also henceforth be maintained by all Zonal Railways and included specifically in their annual Reports.

#### **Reply of Government**

Instructions already exist that claims should not be repudiated merely on the ground of 'suit-barred' if the case has been diligently pursued by the claimant and is otherwise payable on merits.

Regarding the recommendation that the Zonal Railways should maintain and publish statistics of the number of 'suit-barred' claims preferred and admitted, it is pointed out that cases of preferment of claims after a period of three years when it becomes 'suit-barred' are extremely rare. In any case, claims filed after a period of three years are not only 'suit-barred' but are also barred under Section 78B of the Indian Railways Act under which claims notice must be served on the Railway Administration within a period of six months. Hence no useful purpose will be served in maintaining the data of number of 'suit-barred' claims preferred. The Railways have, however, been instructed to compile and maintain statistics of (a) claims rejected on the ground of 'suit-barred' alone and (b) number of 'suit-barred' claims paid. These statistics should serve the purpose the Committee have in view. The Railways have also been advised to publish these statistics in their Annual Reports.

[M/o Railways (Railway Board) O.M. No. 73-B(RCC)-4228  
dt. the 13th Dec., 1973].

#### **Recommendation (S. No. 130, Para No. 5.164)**

The Committee consider that a review of the usefulness of the plethora of Committee set up by the Railways at different levels is necessary with a view to rationalising and reducing their number so as to make them really effective. They would, therefore, like the Ministry to examine the question in all its aspects and to place concrete proposals before Parliament for reorganising the consultative machinery at all levels at an early date.

#### **Reply of Government**

The Committee's recommendation for setting up Goods Traffic Consultative Committees at station, divisional, zonal and national levels has to be viewed also in the context of their recommendation for rationalizing and reducing the plethora of committees set up by the Railways at different levels.



2. During the course of oral evidence before the Committee, when this question was discussed, it was explained on behalf of the Railways that adequate representation had already been given to the trading community in each existing railway users consultative body at station, divisional, zonal and national levels. In addition Railways are members of all important chambers of commerce located in big cities in their respective zones. The Marketing and Sales Organization on each Railway keeps in close touch with the trade and industry by arranging frequent meetings with them and discussing their problems. Thus the establishment of separate Goods Traffic Consultative Committees at various levels will result in duplication and add to the plethora of committees which the Convention Committee are themselves keen to avoid.

3. In the course of discussion, the question of revitalising the existing consultative committees came up and it was accepted that there was need to make the functioning of these committees more effective. Railways have been advised of the points that have been exercising the Convention Committee and asked to revitalise the existing consultative committees by making them more productive-oriented so that the committees serve as a useful forum for a free and a frank exchange of the problems affecting the trade and industry and for resolving various ways and means of overcoming them.

4. With a view to implementing the recommendation of the Convention Committee for rationalizing and reducing the number of consultative committees at different levels, it has been decided to make the Zonal Railway Users' Consultative Committee more broad-based to deal with matters concerning catering and book-stalls and to abolish the Catering Supervisory Committee and Book-stall Advisory Committee at the zonal level. Likewise, it has been decided to integrate the functions of the Local Catering Advisory Committees functioning at certain stations in the station consultative Committees. This would enable the number of Committees at the zonal and station levels to be reduced, eliminate duplication and enable discussion of all items of users' interest in these committees making their functioning more purposeful.

5. The Consultative Committees on Railways have not been set up in pursuance of any statute or act passed by the Parliament. The Minister for Railways is the authority fully competent to make any change in the constitution and functioning of these bodies. It is, therefore, not considered necessary to place these proposals before the Parliament.

(M/o Railways (Railway Board) O.M. No. 73-B(RCC)-4226,  
at the 13th Dec., 1973].

## CHAPTER IV

### RECOMMENDATIONS IN RESPECT OF WHICH GOVERNMENT'S REPLIES HAVE NOT BEEN ACCEPTED BY THE COMMITTEE

#### Recommendation (S. No. 2, Para No. 2.35)

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

#### Reply of Government

The Estimates Committee (3rd Lok Sabha) in their recommendation No. 71 of the 91st report had observed as follows:—

"The Committee would stress the need for organising special checks at least once in every five years to gauge the extent of ticketless travelling on Indian Railways."

It has, therefore, been decided to follow up the above recommendation and conduct the survey once in every five years.

[M/o Railways (Railway Board) O.M. No. 73-B(RCC)-4226,  
dt. the 13th Dec., 1973]

#### Comments of the Committee

Please see Chapter I for comments

#### Recommendation (S. No. 5, Para 2.38)

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

### **Reply of Government**

Drives of the type indicated above are even now being carried out as frequently as possible. During the course of these drives as well as the different types of drives which are normally conducted like concentrated checks, road checks, magisterial raids, etc., particular watch is kept of those sections and areas where the evil is prevalent in an endemic form, such as the Moradabad and Samastipur and other Divisions mentioned by the Committee. Within the constraint of the law and order situation and the availability of the police force and Civil assistance, joint State Government Railway drives are conducted in every State as often as possible. If during the course of any of these checks, it is found that there are other areas which need particular watch, such areas are also being included in the list of bad areas requiring constant watch.

[M/o Railways (Railway Board) O.M. No. 73-B(RCC)-4226,  
dt. the 13th Dec., 1973].

### **Comments of the Committee**

**Please see Chapter I for comments.**

### **Recommendation (No. 15, Para No. 2.66)**

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

### **Reply of Government**

The arrangements for issuing tickets are kept under constant review and various measures such as opening of additional booking counters, re-arrangement of booking work at existing counters in

accordance with important streams of traffic, adoption of work study methods to streamline the procedure for issue of tickets to reduce the waiting time in queue, deployment of volunteers on honorarium basis during peak rush hours and provision of ticket machines at busy stations on suburban sections are adopted to facilitate easy availability of tickets. Since this problem is already being studied at present by a Committee of Members of Parliament it is proposed to take further action in this matter in the light of recommendations which this committee might make.

[M]o Railways (Railway Board) O.M. No. 73-B (RCC)-4226,  
dated the 13th Dec. 1973].

#### **Further information called for by the Committee**

Please intimate whether a study of the practices in other countries for issue of tickets so as to rationalise and streamline the system has been undertaken.

(L.S.S. O.M. No. 1|4|73-RCC dt. 11-4-1974)

#### **Reply of Government**

The recommendations of the Committee of Members of Parliament on Reservations and Bookings which has been entrusted to study the existing booking arrangements on Indian Railways in all aspects, are still awaited and further action will be taken in the light of recommendations of the Committee.

[Ministry of Railways (Railway Board) O.M. No. 73-B(RCC)  
4223/Part I dated 3-5-1974]

#### **Comments of the Committee**

**Please see Chapter I for comments.**

#### **Recommendation (S. No. 79, Para No. 4.51)**

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

#### **Reply of Government**

As explained in reply to item 4.50 the functions of the R.P.F. and the Government Railway Police are distinct from each other.

The question of setting up a well-knit unitary force for the purpose of control of crime on the Railways was looked into by the High Powered Committee for Security and policing on the Railways and they made a proposal to this effect in their report of 1968. However, setting up of such a unitary Police Force is not possible under the present Constitutional position wherein Police is a State subject. It is proposed to get this question further examined in consultation with the Ministry of Law to see whether an amendment to the Constitution is possible so as to enable the Government to set up a Central Unitary Police Force on the Railways.

[M/o Railways (Railway Board) O.M. No. 73-B (RCC)-4226, dated the 13th Dec. 1973].

#### **Further information called for by the Committee**

Please state whether the question of amending the Constitution to enable the Government to set up a Central Unitary Police Force on the Railways has been examined in consultation with the Ministry of law. If so, please indicate the results thereof and the further action proposed to be taken in the matter.

(L.S.S. O.M. No. 1/4/73-RCC dt. 11-4-1974)

#### **Reply of Government**

The matter is still under consideration of this Ministry.

[Ministry of Railways (Railway Board) O.M. No. 73-B (RCC)-4223|Part I dated 3-5-1974]

#### **Comments of the Committee**

**Please see Chapter I for comments.**

#### **Recommendation (S. No. 95, Para No. 4.88)**

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

#### **Reply of Government**

The GRP is a part of State police entrusted with the maintenance of law and order and control of crime on the Railways. While the Railways maintain a constant liaison with the GRP and ways and means of improving its working in general are discussed with

the State Governments from time to time, it may not be conducive to the independence and administrative integrity of the Police force, if its officers write the reports of the personnel on the advice of Railway Officers.

[M]o Railways (Railway Board) O.M. No. 73-B (RCC)-4226,  
dated the 13th Dec. 1973].

### **Comments of the Committee**

**Please see Chapter I for comments.**

### **Recommendation (S. No. 105, Para 5.70)**

The Committee are concerned to note that in the case of five out of nine Zonal Railways viz., the Central, Eastern, Northern, North Eastern and South Eastern Railways, the average time taken in settlement of claims has gone up during the last three years, the position being particularly bad on N.E. Railway where it has gone up from 29 days on an average in 1969-70 to 72 days in 1971-72. The average time taken in disposal of cases on these Railways far exceeds the average time of 30 days laid down by the Railway Board.

### **Reply of Government**

The need for expeditious settlement of claims has been repeatedly impressed upon the Zonal Railways. The increase in average time taken in disposal of a claim case in 1971-72, as compared to 1969-70, is mainly due to more rigid compliance of instructions for compilation of statistics. Another reason is that though the workload increased, the strength of staff could not be increased in the context of need for economy and ban on creation of new posts. The registration of new claims is now showing a declining trend, and it is expected that this would, in the long run, help in more expeditious disposal of claims cases.

Eastern, South Eastern and North Eastern Railways, on which average time for disposal is very high, have been specially asked to take effective steps to curtail procedural delays and speed up settlement.

[M]o Railways (Railway Board) O.M. No. 73-B (RCC)-4226,  
dated the 13th Dec. 1973].

### Further information called for by the Committee

Please furnish zone-wise figures of the average time taken in settlement of claims during 1970-71, 1971-72 and 1972-73.

(L.S.S. O.M. No. 14/73-RCC dt. 11-4-1974)

### Reply of Government

The Zone-wise figures of average time taken in settlement of claims during 1970-71, 1971-72 and 1972-73 are given below:—

Railways	Average time taken in settlement of claims (in days).		
	1970-71	1971-72	1972-73
Central . . . . .	30	35	39
Eastern . . . . .	56	63	66
Northern . . . . .	44	46	43
N. Eastern . . . . .	37	70	79
N. F. . . . .	41	37	39
Southern . . . . .	27	27	29
S. Central . . . . .	28	29	30
S. Eastern . . . . .	48	56	67
Western . . . . .	31	30	30

[Ministry of Railways (Railway Board) O.M. No. 73-B(RCC)-4223|Part I dated 3-5-1974]

### Comments of the Committee

Please see Chapter I for comments.

### Recommendation (S. No. 106, Para No. 5.71)

So far as the overall position is concerned, the Committee observe that out of about 84,000 claims cases pending on all Railways as at the end of year 1971-72, the number of cases pending for more than 3 months, 6 months and one year was 14,780, 7,537 and 2,723 respectively that is to say at least 30 per cent cases were pending for more than 90 days. The Committee consider this situation to be highly unsatisfactory.

### **Reply of Government**

The number of pending cases which was 84,111 at the end of 1971-72 has been brought down to 83,290 at the end of 1972-73 and to 77,057 at the end of June '73. Zonal Railways have also been directed to intensify the drive for settlement of claims cases pending for more than 3 months.

[M/o Railways (Railway Board O.M. No. 73-B(RCC)-4226 dated the 13th Dec., 1973].

### **Comments of the Committee**

Please see Chapter I for comments.

### **Recommendation (S. No. 107, Para No. 5.72)**

From the note showing action taken on the recommendations of the Export Committee, the Committee find that while the target of average time for settlement would continue to be 30 days, it has at the same time, been decided to lay down more detailed targets for internal control. The Committee are afraid that this has remained only a paper decision so far.

### **Reply of Government**

The Railway Board has laid down very tight targets with a view to drive the Zonal Railways to intensify their efforts towards more speedy settlement. It has not been possible for the Zonal Railways to achieve these targets for various reasons, such as, increase in work load not only in the Claims Office but also at the stations which have to furnish the necessary information for enabling the Claims Officer to take a decision, and more detailed investigations made due to large incidence of frauds, increase in the number of higher valuation cases etc. The Railways have, however, been asked to leave no stone unturned to come as near the target as possible.

[M/o Railways (Railway Board O.M. No. 73-B(RCC)-4226 dated the 13th Dec., 1973].

### **Comments of the Committee**

Please see Chapter I for Comments

### **Recommendation (S. Nos. 112 and 113, Para Nos. 5.87 and 5.88)**

The Committee note that a number of claims agencies have sprung up in recent years for dealing with the claims cases of big



business houses and that "it had become quite a profitable business". They also note that these agencies are often run by retired Railway Officials who have knowledge and experience of this type of work.

While the Committee recognise that the growing increase in the volume of traffic handled by the Railways is bound to lead to larger number of claims, they at the same time consider that the setting up of intermediary agencies for dealing with and expediting the claims cases of their clients is an indication of the failure of the Railways to ensure quick and fair settlement of the Claims. The Committee have earlier commented upon the deterioration in the average time taken in settlement of claims on most of the Railways. In its totality, the picture is far from reassuring and the Ministry will, therefore, have to apply their mind seriously to tone up the system. The Committee would, in particular, like the Ministry to keep a close watch over the performance of their staff in the Commercial Department and to deal with a heavy hand with the persons found guilty of corrupt practices.

#### **Reply of Government**

It is not the policy of the Railway Board to encourage Claims Agencies. Certain claimants, however, find it convenient to appoint Agents for filing and pursuing their claims. Though the convenience of the customers cannot be ignored, the Railways do insist on such Agents holding Power of Attorney from the actual claimants.

Several steps have been taken by the Railways to expedite settlement of claims. Railways are again being advised to streamline the procedure of registration, verification and investigation so that claims may be settled more expeditiously. Stern action is taken against staff found guilty of corrupt practices.

[M]o Railways (Railway Board) O.M. No. 73-B (RCC)-4226,  
dated the 13th Dec. 1973].

#### **Comments of the Committee**

Please see Chapter I for comments.

NEW DELHI;  
December 9, 1974.

Agrahayana 18, 1896 (S)

B. S. MURTHY,  
Chairman,

Railway Convention Committee.

**APPENDIX**

(Vide para 4 of introduction)

*Analysis of the action taken by Government on the recommendations contained in the Third Report of the Railway Convention Committee, 1971.*

I. Total number of recommendations	132
II. Recommendations which have been accepted by Government (vide recommendations at Sl. Nos. 1, 3, 4, 6, 14, 16-30, 32-50, 52-61, 63-78, 80, 82-85, 90-92, 96-102, 104, 108-111, 114-119, 121-123, 125-129, 131 and 132.	
Number	108
Percentage of Total	81.8%
III. Recommendations which the Committee do not desire to pursue in view of the Government's reply (vide recommendations at Sl. Nos. 31, 51, 62, 81, 86-89, 93, 94, 103, 120, 124 and 130	
Number . . . . .	14
Percentage of Total . . . . .	10.6%
IV. Recommendations in respect of which replies of Government have not been accepted by the Committee (vide recommendations at Sl. No. 2, 5, 15, 79, 95, 105-107, 112 and 113.	
Total . . . . .	10
Percentage of Total . . . . .	7.6%