CHAPTER VII
GSRTC - SCALAR CHAIN & SPAN OF MANAGEMENT - II

Divisions.

(1) Administration Section.
Observation.
Traffic Branch.
Observation.
T.I.(Line Checking).
Observation.
Accounts Department.
(a) Divisional Accountant. (b) Sr. Accountant.
Inspector of Accounts.
Statistical Section.
Observation.
Mechanical Engineering:
(1) Electric Shop. (2) Battery Charging Room.
(3) Fuel Injection Room. (4) Paint Shop.
(9) Upholster Room. (10) Blacksmith Section.
Observation.
Divisional Stores.
Labour Section
Observation.
Civil Engineering Department.
Observation.
Establishment Section.
Security Section.
Observation.
Depots: (1) Traffic. (2) Office. (3) Workshop.
Size of a Division and a Depot - A Problem.
CHAPTER VII
GSRTC -- SCALAR CHAIN & SPAN OF MANAGEMENT - II

Divisions:
The central organs which we discussed in the preceding Chapter chalk out the major policies and look after their execution. The different departments in the Central Office act primarily as the coordinating agencies while the actual operation of the bus services is carried out by the field staff. For administrative convenience, its operation throughout the length and breadth of the State is managed through Divisions which are formed purely for operational convenience. The jurisdiction of a Division may extend over one or more revenue districts.

Each Division has a Divisional Office which is a supervisory unit. It supervises the work carried out by various operating units called Depots. The Divisional Office is placed in the charge of a Divisional Controller who is the final coordinating administrator. He is assisted by a number of officers. Each Divisional Office has the following Sections:

(1) Administration.
(2) Traffic.
(3) Accounts.
(4) Statistics.
(5) Mechanical Engineering.
We shall now examine the working of each of these Sections:

(1) Administration Section:

This Section is supposed to look after all the functions which do not fall under the purview of the other Sections. It is, in other words, a General Section. This Section is usually in the charge of an Office Superintendent (O.S.). He assists the Divisional Controller in discharge of his duties and supervises the working of the Divisional Office. The hierarchical chart given below speaks of a few major jobs to be performed by this Section.

CHART VII.1
Administration Section
Office Superintendent

Traffic Inspector
\{ Clerk

Jr. Assistant (Registration)
\{ 2 Clerks

(Clerk (Departmental Vehicles))

2 Clerks
(Dispatch: Inward/Outward)

1 Clerk (Appeals)

Clerk

Medical Bills

ACRs

Records
Elaborate functions have been laid down for the Office Superintendent. They are:

(1) Maintaining the cleanliness and tidiness of the premises.
(2) Registration including inward and outward of the post.
(3) Conducting the hearings of the First Appeals.
(4) Preparation of records for the purpose of Second Appeals and sending them to the Appellate Board at the Central Office.
(5) Maintaining Master Files of G.S.O.s and other Administrative Circulars.
(6) Preparing tentative Tour Programmes of Divisional Officers.
(7) Carrying out the Annual Inspection of Depots and following up the queries.
(8) Convening, at least once in a quarter, meetings of the Sectional Heads and Depot Managers; prepare agenda and writing up minutes thereof and following up the outstanding points of the past meetings.
(9) Looking up after telephone installation.
(10) Issuing instructions in the Division as per the orders of the Divisional Controller.
(11) Allocating Departmental Vehicles for various official purposes.
(12) Maintaining of Service Stamp Account.
(13) Maintaining of Annual Confidential Reports of all categories upto the payscales of Rs. 150/-.
(14) Looking after the work relating to Medical Bills of the employees of the Division who are not covered by the E.S.I. Act.
(15) Looking after the work of collecting subscription for "Pravasi" -- a monthly magazine published by the Corporation covering 'house news' also.
(16) Planning for acquisition of land for Depots, bus-stands, pick-up stands etc.
(17) Keeping accounts of casual leave of officers.
(18) Replying to Government Audit paras related to Administration.
(19) Looking after the arrangement regarding meeting of various officers from Central Office, whenever held. Reservation of Rest house etc. for them.
(20) Looking after the distribution of Desk Dairies of the Corporation to the M.P.s, M.L.A.s, Officers, doctors, press reporters and other important dignitaries.
(21) Assisting the Divisional Controller for the following meetings:
(a) Police Advisory Council, and,
(b) Coordination Committee.
Thus, the function of the Administration Section is all embracing. The Office Superintendent works as an important link between the Divisional Controller and the various officers of the Division and the Depots.

The 'meeting' functions of the Office Superintendent takes a good amount of his time. For example, he has to prepare agenda for the quarterly meetings of the Sectional Heads and the Depot Managers with the Divisional Controller. Sometimes suggestions are also invited from the members for a discussion on them in the meeting. Normally the agenda of these meetings are sent eight days in advance. The O.S. has also to write down minutes and circulate them to the members.¹

Observation:

The practice of inviting suggestions from the members is noteworthy. Different depots -- even in the same Division -- may have different problems. It is possible that such problems may be tackled by individual depots themselves in consultation with the Divisional Controller. The Divisional Controller may again be required to advise another Depot when a similar situation arises at a future date. If, therefore, such problems are discussed in the quarterly meetings, it might result in a better and sounder solution of the problem as it will have the benefit of group deliberations. It may also not require the Depot

¹ Based on Personal Interviews.
Manager concerned to approach the Divisional Controller for seeking a solution to similar problems in future.

It may be suggested that this idea can be further extended to inter-divisional exchange of the minutes of such proceedings on a regular basis. Area-wise meetings of the Divisional Controllers and Depot Managers may also be thought of. This would not only positively improve the operational efficiency of the Depots but also infuse a spirit of cooperation and competition among them.

In every District a Police Advisory Council (PAC) is formed by the State Government in which the Divisional Controller is one of the members. The Council also discusses the points pertaining to S.T. It is convened by the Collector of the District and meets every three months. The agenda of the meeting of the Council is never circulated in advance; it is supplied to the members on the spot. The Divisional Controller may send some points to the Collector for their inclusion in the agenda and discussion in the meeting.

Similarly, there is also a District level Coordination Committee where the Divisional Controller is one of the members, all other members being top level government officials from the District. The mode of functioning of this Committee is also similar to that of the PAC mentioned.
above i.e. no agenda is circulated in advance and the members are supposed to discuss the issues on the spot.²

Observation:

The mode of operation of these bodies raises an important issue -- whether the Government really wants them to do their job constructively or they are formed as show-pieces under the Statute? Is it not essential that their deliberations should be purposeful and serious? It is, therefore, suggested that the agendas for the meetings should be drawn up and circulated among the members well in advance so as to give them time and opportunity to think and come prepared for active and constructive participation in the deliberations.

Traffic Branch:

The earning son of the Corporation HUF, this Branch enjoys a special importance. It keeps the buses moving on the road and thereby contributes to the coffers of the Corporation. It does not, however, hastily plunge in either starting a new route or adding trips to the existing ones. It studies scientifically the 'load factor', finds out the earning potential and, thereby, the economic viability. Such studies become a guiding factor for starting a new route, cancelling an existing route, adding to the existing trips or curtailing the existing ones. Great care has to be taken in the starting a new route or an

² Ibid
additional trip because, in practice, once it is started, a vested interest is created and in democracy, it becomes almost impossible to discontinue it even if it proves to be uneconomical. The load factor may be viewed as 'whole' or 'sectionwise'. If a bus of the capacity of 50 passengers is put on a route and gets 50 passengers enroute, from the starting point to the terminal point, it is termed as 100% load factor and it is considered ideal to start that route; so also for the adding of a trip on an existing route. This, however, is not always the case. On certain routes, there may be certain points wherefrom passengers may not be available, but they may be available from the next stands/stops. The Division, therefore, will have to take into account sectionwise load factor for continuing, curtailing or adding to the trips on such a section. According to the norms fixed by the Corporation, an extra trip will be justified if on the whole the load factor comes to 80% or more.

Once the traffic starts, there is a host of functions for the traffic branch of a Division. They may be broadly listed as under:3

(i) Duty allocation.

(ii) Tickets and accounting thereof.

(iii) Cash and accounting thereof.

(iv) Reservations and Priority.

3. Ibid.
(v) Parcel Booking and Delivery.
(vi) Commercial establishments like Canteens, Fruit-Stalls, Pan beedi Stalls, etc., their Rent Collection, late receipt of rent, cleanliness, quality, proper weights, rate display, etc.
(vii) Public complaints.
(viii) Accidents, Report writing of the accidents, Procedure, etc.
(ix) Regularity control chart maintenance.
(x) Students Concession Passes.
(xi) Other Concession Passes (for Sportmen, blinds and handicapped ones).
(xii) Unaccompanied luggage parcels like milk, newspaper parcels, etc.
(xiii) Casual Contracts.
(xiv) Uniform of the staff.
(xv) Public amenities like drinking water facility, cleanliness of urinals, latrines, bus stations, etc.

The Branch has the following personnel to look after the variety of functions mentioned earlier:

D. T. O.

<table>
<thead>
<tr>
<th></th>
<th></th>
<th></th>
<th></th>
<th></th>
</tr>
</thead>
<tbody>
<tr>
<td>(D)</td>
<td>(Opn.)</td>
<td>(Commerce)</td>
<td>(R. &amp; T.)</td>
<td>(Line checking)</td>
</tr>
</tbody>
</table>

(Defaults & Accidents)
D.T.S.(Default):

He is in charge of Defaults and Accidents. He has to conduct inquiries against employees who may have defaulted. He keeps a watch on the employees and takes immediate steps against them. He sometimes checks the bus en route and takes disciplinary actions against the Drivers/Conductors.

He is also supposed to look after the cases of accidents. On hearing about an accident he has to rush to the spot and prepare the report of the accidents for submission to the Divisional Controller. If the nature of the accident warrants payment of compensation, the Divisional Controller is authorised to sanction Rs. 250/-.

He will be able to take the decision on the basis of the report of the D.T.S. (D). Everything pertaining to post-accident problems will be looked after the D.T.S.(D). He is also responsible for the prevention and minimisation of the number of accidents.

He has to induct the Drivers in a variety of ways, about the causes and the consequences of accidents, for their prevention. A Monthly Review giving all the details regarding the number and the nature of accidents taking place during the month, their causes and preventive measures undertaken, etc., is prepared by the D.T.S.(D).

A noteworthy step taken by the Corporation to reduce, control and prevent the occurrences of accidents by its
drivers, was the formation, in 1969, of the Speed Control Squads at Rajkot, Bhavnagar and Junagadh Divisions. The Squad is supposed to chase the buses by a special vehicle and thereby find out the speed and take disciplinary action against the responsible driver/s. The Squad is also supposed to check the fire-extinguishers and the 'first aid boxes' in the buses. The Squad conducts interdivisional checking under instructions from CT & CM. The Squad always conducts surprise checking. The experiment has subsequently been extended to Ahmedabad and Baroda Divisions.

The working of the Squad in the three Divisions did — even if partially — have an initial impact in this regard, as Table VII.1 shows. Unfortunately, like a new drug, the squad that could make its impact during the first two years viz. 1968-69 and 1969-70 — lost its grip thereafter. 4

<table>
<thead>
<tr>
<th>Year</th>
<th>No. of Accidents per lakh kms.</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>Bhavnagar</td>
</tr>
<tr>
<td>1960-61</td>
<td>---</td>
</tr>
<tr>
<td>1961-62</td>
<td>---</td>
</tr>
<tr>
<td>1962-63</td>
<td>---</td>
</tr>
<tr>
<td>1963-64</td>
<td>---</td>
</tr>
<tr>
<td>1964-65</td>
<td>0.64</td>
</tr>
<tr>
<td>1965-66</td>
<td>0.42</td>
</tr>
<tr>
<td>1966-67</td>
<td>0.34</td>
</tr>
<tr>
<td>1967-68</td>
<td>0.43</td>
</tr>
<tr>
<td>1968-69</td>
<td>0.41</td>
</tr>
<tr>
<td>1969-70</td>
<td>0.35</td>
</tr>
<tr>
<td>1970-71</td>
<td>0.44</td>
</tr>
<tr>
<td>1971-72</td>
<td>0.44</td>
</tr>
<tr>
<td>1972-73</td>
<td>0.36</td>
</tr>
</tbody>
</table>

D.T.S. (Operation):

On his insight and efficiency depends the image of the Division and the Corporation; for, he is responsible for everything relating to the operation of the schedules. He has to frame the Time Tables and look into all the complaints regarding them. He has to maintain the regularity control chart and see to it that the scheduled buses run punctually and that a high standard of regularity is maintained. He has to take care of the connections intended— not only of the buses but also of the trains. He has to provide for additional buses of convenient timings. He has to try to satisfy the new demands. He cannot simply sit in his office insulated from the socio-cultural developments and activities taking place in the area of his job. It is obligatory upon him to keep himself in touch with the fairs and festivals taking place in the Divisional area and arrange for the running of additional special buses during such times to cater to the demands of the travelling public. Similarly, he should be prepared to spare buses for calamities and such other occurrences. Framing of Fare-Tables is also his job. He is responsible for changing the routes and for arranging for deviations, extensions, etc.

Framing of the time-tables is a very technical job. While framing them not only will the convenience of the
travelling public have to be taken care of, but also will the terms of the Labour Settlement have to be observed. Drivers and Conductors must get a lunch break between 10-30 a.m. and 1-30 p.m. The steering hours should not exceed 8 hours and the spread-over hours should not exceed 11 hours. Again, if a Driver and/or a Conductor have to spend their night at the outstation on duty, they must get at least 9 hours' rest at night before they resume duty the next day.

The D.T.S. (Operation) is assisted in the performance of his multifarious functions by an A.T.S., a T.I., who is specialised in the time-table work, a Jr. Assistant, & Clerks, a T.I. and an A.T.I.\(^5\)

\textbf{T.I. (Commerce)}:

Anything commercial at the Division level is taken care of by T.I. (Commerce). For example, he arranges for reservations, parcel booking and delivery, lets out commercial establishments like canteens, fruit stalls and pan-beedi stalls either through auctions or through inviting tenders, collects rent thereof, issues students and other concession passes, books unaccompanied luggage parcels like milk and newspapers, looks after casual contracts and drop contracts, and advertisements in the buses & at the bus stations, grants licences to the hawkers and other vendors, issues of badges to coolies, and performs such other functions.

\(^5\) Ibid.
In regard to the canteens, he has to see that the rates charged are the approved ones and that the quality served is good. He has also to check the cleanliness of the canteens.

The stalls are allotted normally for a period of five years and there is no practice of granting further extension to the period. The licence fee for the hawkers and other vendors, though fixed, depends upon the size and the location of the bus station.

Transporting goods and articles by the railways has been proverbially risky and time-consuming. Movement of goods through trucks have, therefore, become popular. Though the Corporation has not accepted transport of goods as one of its main services, it does render a useful service through its Parcel Transport Scheme (PTS). The Corporation enjoys an advantage over others in regard to goods transport as its buses touch a majority of villages. Again, the goods are moved by the scheduled passenger buses so the time taken is reasonably less — and the regularity greater — than that in the case of free-lance road hauliers. The possibility of pilferage is almost nil. Again, the formalities and forms are less cumbersome as compared to those of the railways. All these factors have substantially contributed to the popularity of the scheme. It is T.I. (Commerce) who is in charge of the Scheme; and his constant
endeavour is to make the business community better acquainted with the Scheme with a view to making it more popular.

Publicity through advertisements in the newspapers/periodicals/journals, etc. and on the buses is extensively carried out so that the scheme reaches a larger section of the potential users. P.T.S. does pose certain problems to which I shall refer later.

Another avenue through which the T.I. (Commerce) tries to earn revenue for the Corporation is the advertisements in and on the buses and at the bus-stations. As has already been mentioned elsewhere, the experience of the Corporation was not satisfactory in this field. Consequently, an agency is given a lumpsum annual contract for this purpose. In view of this, much less remains to be done by the T.I. (Commerce). A Register of due dates of the advertisements has to be maintained by him, so that the advertisements are removed on the respective expiry dates of the contracts.

Coolies at the bus-stations are supposed to have the badges of the Corporation. T.I. (Commerce) has the powers to issue the badges. A police enquiry is made about the person who applies for the badge. He has also to produce a certificate from two respectable gentlemen about his honesty, character, etc. On the satisfactory result of this slightly long process, a person will be given a badge against a cash deposit of Rs. 5/-

6. Ibid.
render their services for the P.T.S., are the "approved coolies" of the Corporation; they are not engaged by it.

T.I. (Commerce) is also supposed to take care of the Casual Contracts or Drop Contracts for marriages, tours, excursions, etc. True, it is the Depot Manager who has to make the necessary arrangements, but the T.I. (Commerce) may arrange the entire programme in such a way as to make the maximum use of a vehicle. It is he who plans special excursion trips during and immediately after monsoon when the traffic would have slackened and the vehicles would be lying idle adding to the overheads.

In short, T.I. (Commerce) is a financial expert, always on the lookout for an opportunity which could be converted into a money-earning activity for the Corporation.

T.I. (Registration & Taxation, i.e. R&T):
Automobile vehicles require to be registered with the Regional Transport Authority and taxes are required to be paid thereon. Quite a lengthy and complicated process is laid down for the purpose. T.I. (R&T) is the person who has to observe the procedure and perform the ceremony. A number of statements needs also be prepared and submitted to the RTA.

"Are they really auto-mobile? They need someone to start, manipulate and control!": Prof. Manubhai Shah in a question to Mr. B.M. Shah of United Airlines, Chicago, during the discussions at the end of the latter's talk delivered at the PG Dept. of Commerce, SPU, VV. in Feb., 1971.
to the RTAs.

First of all, the Motor Vehicle Tax will have to be paid. This is required to be paid one year in advance. A list known as H.T. Statement is prepared wherein all those vehicles which are to be on road for the whole year, are included. The H.T. Statement should be filed latest at the end of February every year -- the tax year being April-March. Tax at the rate of Rs. 32/- per seat and Rs. 16/- per standee is collected on the basis of this statement.

Two other statements known as IT. Statement and J.T. Statement are also required to be filed with the RTO. The IT statement contains details about the non-use of vehicles including its period of non-use during the preceding year and the tax paid on them for the seats as well as the standees. The RTO refunds the tax for the period of non-use of the vehicle on the basis of this statement. The JT statement contains 'monthwise' details about the use/non-use of the vehicles and whether the vehicle is a passenger bus or any other type. If the vehicle is a goods truck, the tax has to be paid on the basis of RLW (Registered Ladden Weight).

If a vehicle is to ply on certain routes, a permit will have to be obtained from the RTO for it. Permits are classified as (a) Temporary Permit, and (b) Substantive
Permit. The practice is to obtain, in the first instance, a temporary permit for plying on a new route. For this purpose, an Application for Temporary Permit, bearing a Court Fee Stamp at the rate of Rs. 5/- p.m., will have to be made to the R.T.A. Along with the application, (a) a map of the proposed route, (b) the time-table, (c) the fare-table, and (d) information whether any private operator is plying on that route or not have to be submitted. The maximum period for which such temporary permits are issued is of four months. A new permit may be obtained for a further period of four months after performing the same rituals again.

After the expiry of the Temporary Permit, a Substantive Permit may be issued by the R.T.O. It is issued in two parts — A and B — for a period of three years. Part A contains route endorsements. This part is always kept in the Divisional Office. For information, record and routine work, e.g. for submitting renewal application in time. Part B consists of those documents which are kept in the vehicle for the purpose of RTO inspection. 8

Observation:

The Corporation is enjoying two advantages on this count —

(1) Generally, a permit is issued to a vehicle for plying on a certain route. If the route is changed by that vehicle

8. Based on Personal Interviews.
a new permit has to be obtained. The Corporation seems to be exempted from this requirement as it can put any vehicle on any route. This advantage is extended to private operators only during times of emergency.

(2) Part B of the substantive permit is required to be kept with the vehicle for the purpose of inspection by R.T.O. This is not done by the Corporation. Part B in most of the cases lies with the Offices of the Corporation. Why should it be so — if anti-legal — is an unanswered question.

Obtaining a permit is not a simple task. When an application for the permit is made, it is published in the Gazette and the objections, if any, are invited. They have to be filed with the concerned R.T.A.s within 15 days from the date of the publication of the notice. Objections may be raised by the affected or concerned parties even at the time of the renewal of the permits. If the parties do not feel satisfied with the verdict of the R.T.A., an appeal can be filed by them with the Director of Transport of the State, who may hear the case afresh.

An application for the renewal of the permit must be made 120 days in advance as laid down in Sec. 59 of the M.V. Act, 1939, as amended in 1959. The fees prescribed are as under:—

<table>
<thead>
<tr>
<th></th>
<th>New Permit</th>
<th>Renewal</th>
</tr>
</thead>
<tbody>
<tr>
<td>Part A</td>
<td>Rs. 15/-</td>
<td>Rs. 5/-</td>
</tr>
<tr>
<td>Part B</td>
<td>Rs. 15/-</td>
<td>Rs. 5/-</td>
</tr>
</tbody>
</table>
The permits must be collected within a period of 30 days.

Another interesting issue connected with the permits is as to whom to apply for the permit if the route covers two Regional Transport Offices. It is the mileage coverage of an area which has been accepted as a criterion for such an application. Thus the application for the permit is to be made to that RTO in whose area the route mileage is longer.

Finally, anything and everything relating to a permit is to be looked after by T.I.(R&T) at each Division. The Corporation, as far as possible, does not get involved therein.

It is not enough that a permit for a route is obtained or the M.V. Tax is paid. It would be necessary that a Vehicle Fitness Certificate is obtained from the R.T.O. For this purpose the vehicle has to be presented before the R.T.A.s. Even if the vehicle had already been passed once, it has to be presented again on the date of the expiry of the certificate. The application for the Renewal of the Certificate has to be made one month in advance of its expiry date. If the application is registered accordingly, a fee of Rs. 10/- is charged for the renewal; while for the late submission of the application the fees will be
Rs. 20/-. If the vehicle presented before the R.T.O. is not fit as per the standards laid down by it, it has to be presented again with necessary modifications and an extra payment of Rs. 5/-.

Wheel tax and Passenger tax are also required to be paid to the local bodies and the Government. It is, however, necessary for the State Government to authorise the local bodies to collect the wheel tax. Thus it has to be paid to a local body in whose area limit the vehicle halts at night for a period of 30 days within the preceding 3 months. The rates prescribed are as under:

(a) Borough Municipality ... Rs. 20/-.
(b) Municipality ... Rs. 18/-.
(c) Panchayat/Gram Panchayat ... Rs. 18/-.

The following is the list of some important registers maintained by T.I.* (R&T):—

(1) Non-use Register.
(2) Advance Register.
(3) Octroi Register.
(4) Wheel Tax Register.
(5) ITJT Register.
(6) Fitness Register.
(7) Temporary Permit Register.

9 Ibid.
T.I. (Line Checking):

All the efforts to earn the revenue may not bring about the expected results if those who are in the field do not perform their jobs sincerely. The field-staff i.e. the conductors come in direct touch with the public and the money receipts. If no moral check is kept on them, they might be tempted to make money through non- or under-issue of tickets or oblige their acquaintances. Similarly, a few passengers may also try to escape the notice of the conductors and may travel ticketless. Again, the accompanied luggage beyond permissible weight may not be paid for. In order to plug the leakages of this and other types, the Traffic Branch is equipped with a Line Checking wing. It is manned by a T.I. and 7 A.T.I.s.

The Statistics Branch acts as a source of inspiration to the line checking staff to operate as it supplies the information about deviations in income/revenue.

The P.T.O. chalks out the programme of the line checking. Two groups are formed. One group (which is also described as 'gang') composed of a T.I. and 2 A.T.I.s moves by a vehicle and conducts a surprise checking. The other group goes by train and carries out the inspection of the buses. The movement of the line checking staff by the vehicles may not serve any fruitful purpose as the fraternity
spirit may work and information may be passed on by the buses passing along that route to the others. It was noticed during my field-work that even when the vehicle was stopped under/near a culvert or even if the line checking staff had walked over a distance of a furlong or two, the element of surprise could not be maintained for more than a couple of buses. It was my personal experience during my travels by bus in the Saurashtra region that even truck-drivers informed the buses they came across en route about the rendezvous of the line-checking staff. It may, therefore, be necessary to consider deploying a large number of persons for inspection at a number of key points simultaneously.

Again, it was generally remarked that the line checking staff itself did not discharge its duty properly and efficiently.

The arrangements as they stand at present to keep a check on the checking staff are these: The line checking staff is required to note at the back of the Way Bill any irregularity found during the checking. They are also supplied with a Diary wherein the entries regarding the bus checked, its number, the Badge number of the Conductor, etc. have to be made.

Line checking is not restricted to individual Divisions
for obvious reasons. The Central Office, therefore, draws out the inter-divisional checking programme which takes place, on an average, every 3 months.  

Observation:  

It may be observed here that the Corporation and the Divisions should broaden their vision of checking. They should expand its scope and go a little further. For instance, in spite of the commendable services rendered by the Corporation, its image gets blurred on account of the negative attitude on the part of a few conductors. It happens this way. The conductor refuses to take the passengers from some stands even when there is room for a few more to travel by it either because he is too lazy to take the trouble of issuing the tickets and filling up the Way Bill as well as the Way Abstract, or because he acts whimsically. The waiting passengers who miss the bus get annoyed and the image of the entire Corporation gets tarred; the victims start abusing/cursing everyone connected with the management of the bus service. The line checking staff, therefore, should try to find out the ratios of the number of passengers in the bus checked and that who were left out at the nearby intermediate bus stops/stations. Such episodes take place regularly at the intermediate bus stops, and the passengers have either to spend long hours to await the arrival of the next bus after a time-lag or

10. Ibid.
a truck-lift or a tempo-lift on payment. This is a misbehaviour common with some of the city bus service conductors also at many points. A public transportation monopoly cannot do so -- cannot be permitted to do so.

Accounts Department:

This Department is responsible for recording all the transactions related to finance at the Divisional level. The Department is divided into functionwise sections placed in charge of the Accountants. The hierarchical structure of the Department is as follows:---

```
-------------------
Divisional Accounts Officer

Divisional
Sr. Accountant

Accountant

Jr. Accountants of Accounts

Inspector

3 General

Store A/cs

Pay Section

Section

Section

(i) Revenue

(ii) Contingent

Audit

Booking

(iii) Cash &
```

The Divisional Accounts Officer supervises the work of all the Sections of the Department. He is also supposed to carry out periodical inspections of the Depots affiliated to the Division. He has to see to it that various instructions issued below concerned GSQs are properly carried out at both the Division and the Depot levels. He has to act as the controller of finance at the Divisional level and
see that the expenditures do not cross the budgetted figures. He has to advise the Divisional Controller on all the financial matters. He, thus, commands all the powers related to financial management at the Divisional level. He is assisted, in the performance of his multidirectional and multifarious financial jobs, by a Divisional Accountant, a Sr. Accountant and three Jr. Accountants in charge of different sections. 11

(a) **Divisional Accountant:**

He is in charge of the Stores Accounts Section. He receives from the Stores the Receipt Vouchers along with the Bill/Invoices for the goods received by it. The Receipt Voucher is posted in the Stores Ledger and the Bill/Invoice is then sent to the Contingent Audit Section, which, on the basis of the Purchase Order, checks the bill/invoice as regards the price/s charged, its arithmetical accuracy and other terms and conditions. The Bill/Invoice, duly passed, is sent to the Cash and Booking Section. It prepares a cheque and intimates the party to send an advance stamped receipt on the receipt of which the cheque is sent to it.

(b) **Sr. Accountant:**

He is the Head of the Pay Section. He is mainly

11. Ibid.
responsible for salary and other disbursements to the members of the staff including those of the affiliated units. All matters relating to (i) Salary & Wages; (ii) T.A. Bills; (iii) P.F. Loans, advances, deductions, etc.; (iv) E.S.I.; (v) Gratuity claims; and (vi) Bonus; are handled by the Sr. Accountant.

(c) Jr. Accountant:

He is in charge of the Revenue Section. He is responsible for collection of the bills on account of (i) travelling by M.L.A.s, (ii) Motor Police Warrants, (iii) Postal Mails, (iv) repairs done to the vehicles of the private parties, (v) Licence fees from the contractors of the stalls, canteens, etc. He has also to look after the Students' Concession Passes and Deposits.

(d) Jr. Accountant:

All matters related to audit are looked after by him. He is in charge of the Contingent Audit Section. Thus, issues and queries raised in/by (i) Government Audit Report, (ii) Peripatetic Audit, (iii) Inspection Report of the Divisional Accountant, and (iv) Inspection Report of the Inspector of Accounts are settled by this Section.

(e) Jr. Accountant:

He heads the Cash and Booking Section. He is responsible for making payments pertaining to all expenditures.
He has to record all the banking transactions and is supposed to watch and reconcile the Bank Accounts. This Section has to maintain Journals and the main ledger of the Division.

His most important job is to look after the receipt and the issue of the tickets from the press and to the Depots. He has to prepare a denominationwise ticket consumption statement on the basis of the issue of the tickets to the Depots. It is his duty to see that there is always a ready stock of tickets at least for six months' requirement.

The other important jobs to be performed by the Jr. Accountant are as follows:—

1. Checking of:
   (i) the Cash Book.
   (ii) the Daily Cash Collection Statement with Carriage Way Abstracts, Student Concessions and Luggage Passes.
   (iii) tickets and Stores consumption Statements.
   (iv) the Registers of (a) Time Table, (b) Police Motor Warrants, (v) Fidelity Insurance, (d) Conductors' Imprest, (e) Money Value Forms, (f) Trunk Calls, (g) Rent and Electricity charges of tenements, (h) Luggage Pass Deposits, (i) Concession Pass
Deposits, (j) Canteen and Hawkers' Licences, (k) Casual Contracts, (l) MLA Passes, (m) Burnt Oil, and (n) Department Vehicle Diaries including that of trucks.

(v) Service Postage Stamps' Register.

(vi) Muster Rolls with Time Cards.

(2) Ensuring that daily financial returns are regularly sent to the Divisional Office.

(3) Ensuring correct remittance of revenue to Treasury through challans daily.

(4) Watching of Petty Cash imprest recoupment from Divisional Office through Petty Cash Recoupment Bill.

(5) Test checking of Cash Specification Register.

(6) Scrutinising Recoupment Bills.

Inspector of Accounts:

He is in charge of the General Section in the Division. His main job is to keep a watch on the Accounts of the Division as well as of the Depots. He undertakes a complete audit of all the transactions pertaining to Accounts. Special emphasis is placed on the audit of revenue side. There is no test check. He is also supposed to visit the Depots once in a quarter. He is, then, supposed to submit a report thereon. 12

12. Ibid.
Cash is an important item in the accounting procedure both at the Depot and the Divisional levels. Huge amounts are received everyday by the moving field staff -- the Conductors. It, therefore, becomes imperative to see that the amounts collected by the conductors do not remain with them lest some temptations misdirect them. The Corporation has devised a system under which the cash receipt is required to be regularly deposited by the conductor at the Depot. Incidentally, the introduction of the system was the result of a few bitter experiences of the Corporation wherein some conductors had not deposited their cash collections of some trips for a number of days! A conductor is now carrying two forms -- (i) Carriage Way Bill, and (ii) Carriage Way Abstract -- while he is on trip. The former is purely a traffic document as it records the number of passengers carried stagewise. The latter -- Carriage Way Abstract -- is an important accounting document as it records the denominationwise issue of tickets. The latter serves as the basis for the amount to be deposited by a conductor.

A Division also keeps a constant watch on the movement of the conductors through the maintenance of a Conductors' Chart. It gives a complete idea of the movement of the conductors and cash remittances by them. In addition to this, Daily Cash Collection Statement, Daily Revenue Register
and a Fund Ledger — which contains a record of remittances to and withdrawal from the Bank — are also maintained by a Division to keep a control over the receipts of cash through conductors.

Cash does not flow to the Corporation only from the source of passenger revenue. Cash inflow can be grouped under three broad heads: one, through the Passenger Bus Service; two, through the Goods Transport Service; three, other receipts.

1. Passenger Bus Service Receipts:
   (a) Passenger Charges — fares, season tickets, reservations, etc.
   (b) Luggage Charges.
   (c) Parcel Charges.
   (d) Casual Contracts.
   (e) Excess Receipts.

2. Goods Transport Receipts:
   (a) Parcel Truck Service Charges.
   (b) Chartered Service Freight Charges.
   (c) Contract Service Freight Charges.
   (d) Demurrage Charges.
   (e) Wharfage Charges.
   (f) Excess Receipts.
(3) Other Receipts:
   (a) Sale of scrap and unserviceable stores.
   (b) Receipts from advertisements.
   (c) Receipts from publicity.
   (d) Outagency Receipts.
   (e) Postal Receipts.
   (f) Interest Receipts.
   (g) Miscellaneous Receipts.

These receipts are mainly earned at the operating units, viz. at Depots and Sub-Depots, which are supposed to deposit their net collections daily into the Treasury. This revenue of each day is required to be paid into the Treasury not later than the following working day. No balance of cash is to be retained at a Depot/Garage out of the revenue received. Detailed procedures are laid down for the deposit of the receipts.

A Treasury Challan in duplicate is prepared by the cashier for the total amount to be remitted into the Treasury each day. The A/c Head to be quoted in the Treasury Challan for all State Transport remittances into the Treasury/Sub Treasury is the GSRTC Fund, as this is the only head operated by Treasuries in connection with all State Transport Operations. (The Other heads of A/c shown in the State Transport accounts classification sheets
are not quoted in the Challans). The Challans are under the signature of the Incharge of the Depot who verifies the correctness of the amount under remittance. If a receipted challan is not issued across the counter, the signature of the treasury clerk is obtained on the remittance book or pass book or a token is obtained as prescribed under Central Treasury Rules.

The Depot Incharge and the Cashier are personally responsible for the safe custody of cash and its correct and punctual transmission to the Treasury. They are required to satisfy themselves, by comparing the Cash Book and other records, that the correct amount of cash including the excess cash has been remitted.

Carrying of cash for the purpose of remittance involves risk of robbery. To guard against any such mishap exhaustive precautionary procedure is laid down for the cash in transit. The following is the list of the commands to be observed:

(1) Upto Rs. 200/- at a time: may ordinarily be carried by one person. The work should be entrusted to a trustworthy person of long service.

(2) Above Rs. 200/- but up to Rs. 5,000: may be carried by a Cashier (who is covered by a Fidelity Guarantee) and a Watchman, provided that when the movement involves an amount over Rs. 1,000/-, ST Vehicle should
be utilised for the carriage of cash.

(3) Above Rs. 5,000/-: may be carried by a Cashier (who is covered by a Fidelity Guarantee) and two Watchmen or by one Cashier, one Watchman and one A.T.I.

(4) Above Rs. 25,000/-: may be carried by a Cashier under Police Escort.

(5) No ST cash should be in transit from one place to another between 18-00 Hrs. and 6-00 Hrs. In exceptional circumstances, however, the Head of the Office may allow transit of small amounts between these hours for reasons to be recorded in writing. It should be ensured that the cash is placed in cash boxes which should be covered with cloth. The loading and unloading of cash should be made as near the cash counter as possible.

(6) The driver of the vehicle carrying cash should be instructed not to stop the vehicle en route without the permission of the Cashier.

The Officers concerned have to see to it that these instructions are fully implemented. In case anything untoward happens and it is revealed that these instructions were not followed, the Depot Manager or the Officers concerned will be held personally responsible and made to reimburse the loss caused to the Corporation.

Thus, the remittances take place directly from the
points of their earning, and a Division is not directly involved in the process. In order to have a check over the Depots in regard to cash remittances, and to enable the Divisional Office further to transfer the funds to the Central Office of the Corporation, the Depots affiliated to the Divisions are required to send Daily Cash Collection Statements to their respective Divisional Accounts Officers immediately after the cash is remitted to the Treasury/sub-Treasury. The Daily Cash Collection Statement is accompanied by the Way Bills, Way Bill Abstract, Police Motor Warrants, duplicates of children and luggage tickets and the Treasury Challans. For the purpose of keeping a watch over the receipt of these documents, the Divisions maintain a Chart as under:—

<table>
<thead>
<tr>
<th>Chart to watch Receipt of Revenue</th>
</tr>
</thead>
</table>

<table>
<thead>
<tr>
<th>Documents</th>
<th>Month</th>
<th>Year</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td></td>
<td></td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>Date of Revenue</th>
<th>Name of Units and actual dates of receipt of Revenue Documents</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td></td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>Units</th>
<th>A</th>
<th>B</th>
<th>C</th>
<th>D</th>
<th>E</th>
<th>F</th>
<th>G</th>
</tr>
</thead>
<tbody>
<tr>
<td>1st</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>2nd</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>3rd</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>4th</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>5th</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>etc.</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
</tbody>
</table>
On receipt of the Daily Cash Collection Statement it is checked along with all its enclosures.

The funds deposited in the Huzur Treasuries are not allowed to remain idle at the various offices. The balances in excess of the normal requirements of the Units are required to be transferred to the Central Office twice every week. For this purpose, separate ceiling limits for the holdings are fixed for the first three weeks of the month and for the last week of the month. It is the duty of the Divisional Accounts Officer to see that the funds are transferred in accordance with the instructions issued by the Chief Accounts Officer from time to time. Funds are transferred by obtaining Demand Drafts drawn on the Reserve Bank of India: "A/c @SRTC Fund". At Huzur Treasuries other than those at the Divisional Headquarters, the demand drafts in respect of transfer of funds are despatched by the Depot Manager direct to the Chief Accounts Officer. In case of telegraphic transfers, the Chief Accounts Officer is informed about the T.T. by an Express Delivery Letter. At the end of the month, a statement showing the closing balance as shown in the Ledger and in the Treasury Books is forwarded to the Chief Accounts Officer. The Statement also shows the ceilings fixed and the reasons for the cases of excess holdings of cash over the fixed ceilings.

In addition to the functions narrated above, the
Divisional Accounts Officer has to perform important duties in regard to Budget Estimates and Budget Control. The Budget Estimates of the Corporation give the anticipated receipts and expenditure for the financial year to which they pertain under the Major, Minor, Sub and Detailed Heads of A/cs prescribed by the Government in the BSRTC Rules, 1952. The Estimates are laid before the Corporation on or before the 1st day of December of the previous year. The Divisions are expected to submit them to the Chief Accounts Officer on or before the 10th of October each year. Instructions regarding their preparation and submission are issued by the Chief Accounts Officer in the month of August each year. The term 'Receipts' includes all receipts earned -- whether realised or accrued -- during the financial year. The term 'Expenditure' includes all expenditures incurred irrespective of whether the cash payments are actually made in that respect or not. All liabilities incurred during the year but liquidated in the subsequent year or years are included in the 'Expenditure' of the year in which the liabilities are incurred.

On receipt of the instructions from the office of the Chief Accounts Officer (Budget & Finance Section), the Divisional Head ensures that the Sectional Heads like the Divisional Traffic Officer, the Divisional Mechanical Engineer, the Divisional Statistician and others furnish the
requisite data to the Divisional Accounts Officer. The Accounts Branch makes necessary calculations based on the data furnished by the other sections and submits the estimates to the Divisional Controller in a prescribed form together with the statements required by the Chief Accounts Officer. The estimates are prepared in triplicate and two copies are forwarded to the Chief Accounts Officer, the third being retained, as office copy at a Division.

The Accounts Branch has to act as monitor of the whole Division in maintaining the financial discipline. It is required to maintain a Budget Control Register. In this Register are recorded the sanctioned limits of individual budget heads. The limits for expenditure are communicated by the Divisional Accounts Officer to the concerned Sectional Heads in the Divisional Office, who note them and see that no liability is incurred by them which would result in an excess in the budget expenditure.

The Divisional Accounts Officer, for the purpose of keeping a control over expenditure, works out the monthly limits on the basis of the yearly limits communicated by the Chief Accounts Officer. The working out of these limits is done on the assumption that the expenditure is incurred at a uniform rate and that the liabilities are liquidated without undue delay. After the monthly statement is posted in the Budget Control Register, a statement of
all Account Heads in respect of which expenditure exceeds the limit for the month is submitted to the Divisional Controller by the 15th of the succeeding month. One copy of the statement is furnished to the Sectional Head concerned.

Similarly, a statement of actual expenditure is prepared by the Accounts Branch of a Division for each quarter beginning from April of the budget year. This is submitted to the Divisional Controller who takes a note of the trend of expenditure and issues instructions to the concerned Sectional Heads, if necessary. The Quarterly Statements are also sent to the Chief Accounts Officer to reach him on or before 27th of the month following the Quarter under report.

Again, if and when the total expenditure incurred works out to 90% of the total allotment before February of a Financial year, particular attention of the Divisional Controller and the Sectional Head/s concerned is drawn to this fact to enable them either to obtain further allotment from the Central Office or to slow down or curtail further expenditure under the A/c Head/s concerned.

If the Budget allotment intimated by the Central Office is fully utilised, no further claim against the A/c Head is admitted for payment by the Divisional Accounts Officer. The fact of non-admittance of the claim is brought to the notice of the Divisional Controller. If the Divisional
Controller considers it to be of urgent public interest to effect payment of such claim, he specifically instructs the Divisional Accounts Officer in writing to do so. In such cases, however, he immediately approaches the Chief Accounts Officer either for a further allotment or for specific approval of the excess expenditure incurred over the total budget limit, and produces facts justifying the excess. The Divisional Accounts Officer also pursues the authorisation of excess by the Chief Accounts Officer.

Another important issue with which the Accounts Branch of a Division is directly concerned is regarding the loss of tickets. The loss of tickets may take place at (a) Divisional level, (b) Depot level, or (c) from the box of a conductor. The chances of such a loss are, however, rare at either the Divisional or the Depot level. It may mostly happen at the level of the conductor. In such a case, the conductor concerned is supposed to give to the Depot Manager concerned a statement in writing giving the circumstances under which the tickets were lost and other details like the denomination of the tickets and the series and their numbers. The Depot Manager informs the Divisional Accounts Officer as he is immediately concerned with the issue of the tickets to the Depots and accounting thereof. The Depot Manager may also inform the police. While the punitive actions are arranged to be taken against the
responsible person/s, the Divisional Accounts Officer has to write confidential letters to all the Divisions and Depots and particularly to the line checking staff and the flying squad to exercise a thorough check on all the tickets held by the passengers in the buses.\(^{13}\)

The loss of tickets is a serious affair. It may result in a loss of revenue to the Corporation as the lost tickets may be found by someone and used to pocket the amount. If, therefore, sufficient precautionary measures are not taken against this, it may take the form of a practice which may become rampant and take deeper roots. Unfortunately, the procedure followed in case of such a loss does not create an impression that it is foolproof and sufficient; for, mere writing of confidential letters to the line checking staff and the flying squad does not serve the desired purpose because it is time-consuming and, in the mean time, the tickets may be disposed of by a miscreant. Again, the line checking staff does not seem to be active at all as I and very many respondents travelling, for instance, between Anand-Ahmedabad and Anand-Baroda and in the Saurashtra area have never come across any member of such a team.

The incidence of the loss may be heavy. Take a

\(^{13}\) Ibid.
hypothetical case. Suppose a lot containing 100 tickets of Re. 1/- denomination is lost and is found by a conductor who is on Anand-Ahmedabad trip. Now the fare from Anand to Ahmedabad is Rs. 2-80. He can, thus conveniently dispose of the entire lot during a single trip and can easily pocket Rs. 100/-. Incidentally, it may be pointed out that the passengers rarely bother about -- and can verify the serial numbers of -- tickets of different denominations. They mainly concern themselves with the correctness of the total fare charged and the issue of corresponding tickets.

It is, therefore, necessary to introduce some methods which may automatically put a check on anyone's motive to perpetrate a fraud. It is surprising as to why the Corporation has not thought of following the age-old method adopted by the railways. Railways, for example, declare through boards on booking windows the ticket numbers of the lost tickets and their subsequent cancellation. The Corporation can conveniently follow this procedure. Similarly, the fact about the loss of tickets can also be brought to the notice of the public by advertisements in the newspapers. It may happen that the lost tickets may travel a long distance and change the division in which case it may take time to find out before their disposal. It may, therefore, also be thought of having divisionwise
different colour tickets. Afterall it is primarily a question of exercising a moral check on the miscreants and thereby reducing the possibility of any such mischief.

The Accounts Branch at the Divisional level has also to follow up the collection of the amounts against (a) the Police Motor Warrants, and (b) the carriage of Postal Mails. Police Motor Warrants are issued by Officers in charge of Police Stations to police constables and other Officers of the Police Department to enable them to travel by Passenger Buses without making a cash payment for the tickets issued by the conductors. The Motor Warrant is received by a conductor in lieu of cash and is, therefore, treated with the same care as cash. A remark about the receipt of the Warrant is made in the Way Bill. Separate warrants are issued for journeys by different buses, if journeys involve change of buses. The amount of the warrants is included in the total column of the Way Bill Abstract and the particulars of each Warrant and the amount are noted on the reverse of the Abstract. The Motor Warrants received by the conductors are sent to the Divisional Office along with the statement of Daily Passenger Revenue Collection.

The important Registers maintained by the Accounts Department at the Divisional level are as follows:

14. Ibid.
1. Bill on Account of recoupment of Permanent Advance.
2. Depot Register of Casual/Drop contracts.
3. Cash Handing over Register.
5. Register of repairable items.
6. Issue Voucher Control Register.
7. Receipt Voucher Control Register.
8. Divisional Revenue Register (for Passenger Bus Service).
10. Bills Recoverage Register (Police W.Ws., Postal Mails, Private Repairs, Petrol, Scrap Sales, Use of Staff Vehicles, etc.).
12. Advances/Deposits, Sub-Ledger in respect of Advances, Deposits, Suspense Receipts, Unpaid Wages, etc.
13. Stock Register of Tickets for Divisional Office.
15. Cheque Issue Register.
16. Register of Establishment sanctions.
17. Recovery Register.
18. Register for Supplementary Claims.
20. Register for Countersignature of T.A. Bills.
21. Register of Bills for P.F. Advances and final withdrawals.
22. Register for STPF Advances and Recoveries thereof.
23. Bill Register (Suppliers' Bills).
24. Budget Control Register.
25. Recovery Register.
27. Register of losses to be maintained by the Divisional Office (where financial adjustments are to be made).
28. Register of losses to be maintained by the Divisional Office (where no financial adjustments are to be made).
29. Divisional Ledger for Tyres/Tubes/Batteries.
31. Register of Repairable items.
32. Block Account Register for Plant, Machinery and Equipment.
33. Scale Audit Register for Class I & II Staff.
34. Scale Audit Register for Class III & IV Staff.
35. Provisional Payment Register (EST).
36. Purchase Limits Register.
37. Provisional Payment Register (Contingencies).
38. Rent Register.
39. Audit Register for Electricity and Water Charges Bills.
40. Register for payment of M.V. Tax.
41. Register for payment of Wheel Tax.
42. Register for Audit of Telephone Charges.
43. Register for payment of Octroi Duty.
44. Register for payment of Railway freight.
45. Register for M.V. fees, Fitness Certificate charges and Permit fees.
46. Register for charges paid to Watermen/Porters.
47. Fuel Register.
48. Travelling Allowance Audit Register for Class III & IV Staff.
49. P.F. Index Register.
50. P.F. Advance Register.
51. Register of Insurance Policies finance from P.F.
52. Register of final payment of Contributory P.F.
53. Sanction Register.
54. Vehicle Register.
55. Register for Mileage done and Depreciation Fund Contribution.
56. Works Audit Register.
57. Register of completed buildings.
58. Budget Data Register.
59. Proposal Register.
60. Investment Register.
61. Register of Recoveries on behalf of S.T. Coop. Bank.
62. Transfer of Funds Register.
63. Deposit Register (for receipts and refunds of deposits other than in cash).

64. Register of Losses.

65. Registers for the Audit Paras raised by the Internal Auditor and Government Auditor.

66. Registers for major irregularities (of serious nature) noticed by the Inspector of Accounts and the Accounts Officer during their inspection of Depots.

67. Accident Vehicle Cost Register for the purpose of raising debit to the Insurance Fund.

**Statistical Section:**

Statistics have their own importance in any living organisation. Figures act as pointers or guidelines for corrective action, wherever and whenever necessary, as also for studying the past trends and deciding future policies and plans. Every Division of the Corporation has been equipped with a Statistical Section which is supposed to collect prescribed information and data from its respective Depots, compile them and supply them to the Statistical Department in the Central Office. The Section, thus, works as an essential and important limb of the Statistical Department of the Central Office. In a huge organisation like GSRTC, it is necessary that the data are collected and submitted to the Central Office in time. The task of
the Section is by no way easy as it has constantly to be on its toes for the timely collection and consolidation of the required statistics for onward submission. The Section is also expected to supply particular statistics to the various authorities in the Division for their timely action.

The Section mainly prepares the following monthly statements in addition to collecting other data pertaining to each depot:

(1) Statement showing the Vehicles with less than 4.00 K.M.P.L. of Fuel and 200.00 of Engine Oil.
(2) K.M.P.L. Statement for Engine Oil -(Top-up).
(3) Fuel (Diesel) K.M.P.L. Statement.
(4) Analysis of Breakdowns.
(5) Causewise Analysis of Irregularity of Departures.
(6) Causewise Analysis of Irregularity of Arrivals.
(7) Statement regarding Over-time Hours and its Rate.
(8) Statement showing the Revenue Analysis.
(9) Statement showing the Effective Kilometres, Revenue, Passengers, E.P.K.M., Accidents and its Rate.
(10) Statement showing the Tyre Kilometres.
(11) Statement showing Crew Utilisation, Trunk-Calls, C.C. Kms. and C.C. Revenue.
(12) Statement showing the Cumulative Results re.: Tyre Kms.; Percentage of Scrapping of new tyres; Rate of
Accident per 10,000 Kms.; and Rate of Breakdown per 10,000 Kms. (This statement is not prepared monthly.)

(13) Statement showing (a) Effective Kms. operated, (b) Dead Kms. operated, (c) Percentage of Dead to Effective Kms., (d) Vehicle Utilisation (i) as per Time Table, and (ii) Actual. 15

Observation:

These and many such statements are cyclostyled involving the use of lot of stencils and cyclostyling paper. There is a regular practice, I was told during my field work, of supplying their copies to the individual Depots. The intention may be to enable the individual Depot concerned to assess its position vis-a-vis the other Depots and to motivate it to join the race. But this does not always happen. When the receipt of statements becomes a regular feature, it may not serve the desired purpose. Usually, such statements have a tendency to go to the files, without their being taken note of, much less for a critical assessment. It may, therefore, be thought of if the frequency of their issue can be limited to a quarter and if the observations/comments can be invited from individual depots about their respective performance in relation to specific issues.

15. Ibid.
Mechanical Engineering:

The efficiency of service at the Divisional level depends upon the efficient working of this Department. This Section plays an important part in keeping the buses in a tip-top condition. This reduces the number of breakdowns, the numbers of buses off the roads, the inconvenience of the travelling public, etc. and thereby not only adds to the revenue earnings of the Corporation but also improves the public image of the service.

The working of the workshop is under the direct supervision of this Section. The Depot workshops and the Depot Managers are also, if indirectly, working under the supervision of this Section as may be seen below.

\[
\begin{array}{c}
\text{Divisional Mechanical Engineer} \\
\hline
\text{Depot Managers} & \text{D.W.S. (Workshop)} & \text{Office} \\
\hline
\text{A.W.S.} & \text{A.W.S.} & 1 \text{ Jr. Asstt.} \\
\hline
\text{Head Mechanics} & 7 \text{ Head Mechanics (Sectional Heads)} & 1 \text{ Typist Clerk}
\end{array}
\]

A Divisional Workshop is supposed to attend to preventive and periodical maintenance programmes, heavy repairs to vehicles and inter-change of various minor and major assemblies. It has also to repair and recondition minor assemblies and some of the parts. Besides, it has to attend
to vehicles which meet with accidents up to a certain stage within their capacity. It is placed in charge of a Divisional Workshop Superintendent (D.W.S.) and has the following shops/rooms/sections for executing different types of jobs:—

(1) Electric Shop.
(2) Battery Charging Room.
(3) Fuel Injection Room.
(4) Paint Shop.
(5) Tube Vulcanising Room.
(6) Sub-Store.
(7) Machine Shop.
(8) Retrieving Shop.
(9) Upholster Room.
(10) Blacksmith Section.
(11) Tinsmith Section.
(12) Welding Shop.

(1) Electric Shop:
The Shop is in complete charge of the lighting arrangements in the buses including the servicing or replacement of self-starters, dynamos etc.

The shop is headed by an Electrician and assisted by Art 'A' and Art 'C' electrician each, with helpers.

(2) Battery Charging Room:
The Room is supposed to look after the maintenance —
servicing and/or charging — of the batteries. The nature of the jobs of this Room and of the Electric Shop is such that both have to work in close collaboration. Consequently, both of them have been placed in charge of a Head Mechanic.

(3) **Fuel Injection Room:**

This Room has to check the Fuel Injections and take necessary steps for their maintenance through regular servicing procedures. They may also be replaced, wherever and whenever necessary, by the Room.

The Room is in charge of Art 'A' Mechanic and a helper.

(4) **Paint Shop:**

All work pertaining to painting anywhere in the Division — the painting of the body of the bus in and outside the writing of instructions and other things in and out of the bus, the preparing of number plates for the buses, and the painting of the sign-boards for various routes of all the Depots of the respective Divisions — is to be attended to by this Shop. Similarly, the time tables to be placed at various Depots of the Division concerned have to be painted by the painter of this Shop. Persons working in this Shop are also required to go to various Depots for miscellaneous jobs of painting.

Moreover, a painter is attached to Traffic Section of the Division. He is directly under the control of the
Divisional Traffic Officer.

The Shop is manned by Art 'A' Painter, Art 'B' Carpenter and helpers. Art 'B' Carpenter is responsible for looking after the repairs to the body, seats, frames, etc., of the bus in addition to carrying out miscellaneous wooden repairing work of the whole Division.

Observation:

My field-work has revealed that, when the time tables are changed according to the seasons, the changes are not promptly painted and the Depot Managers have to rest content with placing a type-written copy of the new time-table, -- many a time, illegible. This puts the travelling public to a lot of inconvenience and increases unnecessarily the rush on the Inquiry Counter. One reason may be the shortage of painters at the Divisional level. It is suggested that the Shop be provided with additional Art 'A' Painters.

Alternately, special arrangements should be made to recruit painters on piece-rate or contract basis for peak-load exigencies like the 'changed' time-tables at the Depots.

Similarly, certain repairing awaits the attention of the carpenter for a long time in the case of a number of buses! This is due to the fact that no Art 'B' Carpenter is provided at the Depot level and there is only one such carpenter at the Divisional level. It was frequently found to be impossible for the Division to depute him out of the
headquarters. It is, therefore, suggested that an Art 'B' Carpenter be provided to a group of three or four Depots in relation to the workloads.

(5) **Tube Vulcanising Room:**

This Room has an important role to play in keeping the wheels of the bus moving constantly. The Room is required to vulcanise the punctured tubes. It has to take out the tyres and tubes, clean and paint the wheel plates (reems) and refit them in the buses. It is responsible for complete maintenance including replacement of tyres and tubes.

The Room has the following staff complement:

(i) **Vulcaniser Art 'B'.**
(ii) **Helpers.**
(iii) **Tube Fitter.**

(6) **Sub-Store:**

The workshop is supposed to carry out all the possible repairs — major as well as minor — to the buses which are received by it. For this it requires numerous spare parts, etc. As per the procedure, when an 'assembly' is received by the Divisional Workshop for repairs, it is noted in an Inward Register. The 'assembly' is then handed over to the DWS, who decides the nature of the repairing required and then hands it over to the room/shop concerned of the
Divisional Workshop. Thus, all the repairs are routed through the DWS. If the defects in the assembly are beyond the capability of the Divisional Workshop, it is sent to the CWA for repairs.

The Sub-Store keeps the stock of various types of spares particularly of the fast moving items. The items required for repairing/replacement purposes are issued against requisition slips signed either by the DWS or the AWS.

The Sub-Store is looked after by a clerk.

An observation needs to be made here. It will not be efficacious that every spare part should be indented from the Divisional Stores. A Sub-Store should, therefore, be maintained at the Divisional level. It should be located in the Divisional Workshop premise and be placed directly under the charge of DWS.

(7) Machine Shop & Retrieving Shop:

(8) Both these Shops work in close collaboration as their functions are very much co-related. These shops look after the repairing of the gear box, differential axle, servicing and repairing of the brakes, etc. The Machine Shop also endeavours to make some useful parts for replacement, etc.

Each Shop has 2 Art 'A' Mechanics and Turners. The strength of the helpers is not fixed. They are taken help
of according to the requirements of the jobs.

(9) **Upholster Room:**

This Room is responsible for looking after the jobs of refitting or replacing the rexines of the seats, repairing or replacing the window screens, etc..

The job of the Room is almost a continuous one as the property of the ST is always made a target by people to express their resentment against one or the other decision of the Government. Seats and window screens are many a time damaged by undesirable elements just for fun! Sometimes, the whole foam-rubber of the seats is stolen away. And, queer as it may seem, no action seems to be taken to catch the miscreants and take suitable action against them.

The Room has two Art 'B' carpenters and one Art 'C' Carpenter -- a carpenter for wood working -- and helpers on its roll for carrying out the job.

(10) **Blacksmith Section:**

Checking up of the springs of a bus and their repairing and/or replacing is the job of this Section. It is provided with a Head Blacksmith, one each of Art 'B' and Art 'C' and a few helpers.

(11) **Tinsmith Section:**

All work relating to radiators -- opening, checking,
cleaning, repairing, replacing and fitting — is done by this Section. Similarly, the Section is also supposed to look after soldering work and the work relating to tins.

(12) Welding Shop:

The Shop carries out all the welding jobs — arc as well as gas. It is manned by a Head Welder and a few helpers.

In addition to this, the Divisional Workshop has (1) a Washing Platform where the buses are washed and (2) a Maintenance Pit wherein the buses are regularly serviced according to the schedules fixed by the Mechanical Engineering Department of the Central Office.16

Again, in order to cope up with the increase in workload for new body building in the Central Workshop and with a view to decentralise the repair activity, plant and machinery for reconditioning bus bodies have been supplied to all the Divisional Workshops during the year 1971-72. Bodies of 476 vehicles have been reconditioned within the first two years — 1971-72 and 1972-73.17

The Divisional Workshop is also equipped with an Office which carries on paper work. It is manned by Time Keepers and Clerks, who are responsible to the Divisional Workshop Superintendent.

DME Office:

The Divisional Mechanical Engineer, who is ultimately responsible for operational efficiency, has his office in

the Workshop premises. In addition to supervising the working of the Divisional Workshop, he has to look after all the correspondence work with the Central Office, Central Workshop and all the Depots under his jurisdiction. He is supposed to visit the Depots and see that (a) the fleet is maintained up-to-date, and (b) the documents are kept properly. He is responsible for getting passed a vehicle by the Regional Transport Authorities every time as required under the M.V. Act. He has also to prepare his annual stores procurement forecast.

In short, anything and everything relating to the fleet held at a Division is the sole responsibility of the DME. He has to visit the Depots regularly and has always to stand ready to solve their difficulties. Many a time he has to rush to the site of accidents.

The post of the Divisional Mechanical Engineer is Class II(Sr.) post. It was decided by the Corporation in 1966 to upgrade it to Class I post. This practice was followed for some time and a few Divisional Mechanical Engineers were so upgraded. But the process was slowed down in 1968 and now the position is that those who were lucky got the benefit, and the rest who did not get it, lost it for ever. 18

----------

18. Based on Personal Interviews.
Observation:

My field work has shown that this has created ill-will and heart-burning among the ones who were left out. The subsequent slowing down of the process -- and its virtual stopping -- created the impression that the scheme was enunciated to benefit a few favourite executives. I was told that efficiency was not a criterion for such promotions. Academic qualifications were given abnormal importance. This cannot be considered a scientific feature of the promotional policy. The job of a DME is such as can be easily evaluated. The savings on certain costs and high standard of operational efficiency, for instance, can be easily marked out and measured. The Corporation could have laid down certain standards on the operational side instead of laying undue stress on the paper qualifications. This would have rationalised the system and reduced much of the prevailing discontent.

My on-the-spot case study of a typical Division revealed the striking feature -- frequent transfers of the DME for one reason or the other. Table VII.2 presents the particulars.

It is obvious that such frequent transfers would impair the efficiency of the incumbents. It is true that the same 2/5 individuals were involved in the transfers. But that did not reduce the impairment. For, continuity
may enable a person to raise the technical efficiency as also the moral of the people in the Department as also the performance of his own job.

Table VII.2

<table>
<thead>
<tr>
<th>Name* of the DME</th>
<th>Tenure of Office</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>From</td>
</tr>
<tr>
<td>Mr. A</td>
<td>1-5-60</td>
</tr>
<tr>
<td>Mr. B</td>
<td>27-8-60</td>
</tr>
<tr>
<td>Mr. C</td>
<td>11-11-60</td>
</tr>
<tr>
<td>Mr. D</td>
<td>7-2-66</td>
</tr>
<tr>
<td>Mr. C</td>
<td>28-3-66</td>
</tr>
<tr>
<td>Mr. D</td>
<td>3-5-66</td>
</tr>
<tr>
<td>Mr. C</td>
<td>7-6-66</td>
</tr>
<tr>
<td>Mr. D</td>
<td>21-12-66</td>
</tr>
<tr>
<td>Mr. C</td>
<td>24-3-67</td>
</tr>
<tr>
<td>Mr. D</td>
<td>4-3-68</td>
</tr>
<tr>
<td>Mr. C</td>
<td>11-4-68</td>
</tr>
<tr>
<td>Mr. E</td>
<td>1-8-68</td>
</tr>
</tbody>
</table>

Only one out of the 10 Divisional Workshop is equipped with a Tyres Retreading Plant. It is located at Rajkot Division and is looked after by Deputy Superintendent (Tyres) who is assisted by a Junior Foreman, one leading hand or Head Artisan, one clerk, one peon and 28 workers. Though the Deputy Superintendent (Tyres) is responsible to

* The names are not revealed with a view to concealing the identity of the DMEs as also of the Division.
the Chief Mechanical Engineer, Central Office, his confidential report is to be prepared by the Divisional Controller. Thus, he is indirectly also responsible to the Divisional Head.

There are four full circle moulds and two sectional repair moulds. The Section is responsible for (a) retreading, and (b) service repairs. The leading hand visits the surrounding Divisions in the Saurashtra area and inspects the tyres which are to be repaired. He then, on the basis of this visual inspection of the tyres, classifies the tyres as worth (a) scrapping off, (b) service repairs, and (c) retreading. All such tyres are then collected at Rajkot Division where a thorough inspection is again made, and they are again classified as above. Those tyres which are to be scrapped are sent to the Stores for disposal.

In both the 'service repairs' and 'retreading' the process involves a number of stages — some of them being common to both. Thus, when a tyre is received, either for the 'service repair' or for 'retreading', it has to pass through the process of (a) Inspection, (b) Cutting, (c) Buffing, (d) Rasping, and (e) Trimming. Thereafter, for 'service repairs', there will be (i) skiding buffing, (ii) solutioning, (iii) preparation of a patch, (iv) actual patching, (v) sectional moulding, and (vi) inspection. Retreading will require (i) solutioning, (ii) filling of
the pita, (iii) retread building, (iv) pressing, (v) moulding, and (vi) inspection.

The Section works three shifts and does a considerable amount of retreading and service repairs as may be observed from Table VII.3.

<table>
<thead>
<tr>
<th>Year</th>
<th>No. of tyres retreaded</th>
</tr>
</thead>
<tbody>
<tr>
<td>1969-70</td>
<td>898</td>
</tr>
<tr>
<td>1970-71</td>
<td>4,585</td>
</tr>
<tr>
<td>1971-72</td>
<td>10,913</td>
</tr>
<tr>
<td>1972-73</td>
<td>10,613</td>
</tr>
</tbody>
</table>

Sizeable savings are thus effected on tyres expenses as retreaded tyres normally give further service up to 20,000 to 26,000 kms. The cost of retreading a tyre comes to Rs. 215 whereas a new tyre costs around Rs. 795. Apart from the savings of money, the Plant proves to be very useful during the times of acute shortages of tyres in the market and relieves the Corporation from the problem of purchasing the tyres at the black market price -- a real headache of a problem for any public sector organisation always facing the watchdog eye of not only the auditors but also of the general public. Having been encouraged with the performance of this plant and also to reduce the burden

of workload of the Central Workshop, the Corporation has supplied Sectional tyre repair moulds for sectional repairs to serviceable tyres to all the Divisions during 1971-72 and 1972-73. While this is a step in the right direction, the Corporation could have better thought of equipping at least two more Divisions with Tyres Retreading Plants.

Divisional Stores:

'Stores' is a general term used to describe the goods which are held in storehouses and stockyards. The bulk of these goods is intended for use in connection with production or operating activities. The Stores' function is a vital part of industrial concerns, public and private utility undertakings, agricultural enterprises, municipal authorities, Armed Services and Government departments. It must be designed to suit the particular needs of the organisation it serves. No undertaking of a substantial size can be efficiently managed without its scientific organisation. The purpose is:

(i) To make available a balanced flow of raw materials, components, tools, equipment and any other commodities necessary to meet operational requirements.

(ii) To provide maintenance materials, spare parts and general stores as required.

(iii) To receive and issue work in progress and finished products.

(iv) To accept and store scrap and other discarded material as it arises.

It becomes essential to exercise some control over the stocks. Stock control is the means by which material of the correct quantity and quality is made available as and when required with due regard to economy in storage and ordering costs, purchase prices and working. Care should be taken to apply sound judgement based on observation and experience of the movements of a variety of items stored and then to frame the purchasing/indenting policy.

The Divisional Stores is placed in charge of an Assistant Stores Officer (ASO). He is assisted by two Store-Keepers -- one in charge of Auto Stores and the other in charge of the General Stores. It is also equipped with an Office and a Receipt Cell.

The primary duty of the stores is to receive goods from all the sources and see that appropriate arrangements are made for inspection. This is performed by the Receipt Cell which is considered a temporary location for the incoming consignments, and which carries out its physical inspection in regard to (i) the correctness of quantity,
and (ii) its description as per the delivery memo. Curiously this is done in the presence of a Security man. The consignment is again inspected by technical experts before taking charge. On completion of this procedure at the Receipt Cell, the concerned Store-Keepers collect the goods and make necessary entries in the bin-cards and the stock ledgers. Issues against Requisitions are effected by the Store-keeper concerned.

Buying in bulk may be favourable as well as unfavourable. It must not be assumed that large quantities automatically mean cheaper prices; much depends on the methods of marketing in the trade and the nature of the goods. The buying process is directly concerned with four basic materials management objectives: low prices, continuity of supply, consistency of quality and favourable supplier relations. For the fulfilment of these objectives and the safeguarding its position the Corporation affects its purchases through a special procedure according to which tenders on all-India level are invited by the All India State Road Transport Association, which finalises them and enters into rate contracts. These are then forwarded to the Corporations/ State Transports of various States for consideration and the placing of the orders.

Though theoretically ideal, the rate contract method

21. Based on Personal interviews.
is not a very acceptable one in practice. A number of difficulties like manufacturing, shortage of raw materials, labour trouble, transportation tie-ups and bad management may inflict disabilities upon a supplier to adhere to the rate-contract prices and to deliver the goods. Sometimes, the prices may rise as a result of shortage and scarcity of certain items, and the supplier may want to reap the fruits of the situation. Under such circumstances, rate contracts may become ineffective in actual practice. The supplier might delay the delivery, supply goods of inferior quality and cause great hardships to the buyer. This may oblige the latter to make local purchases which may prove to be quite costly and inconvenient. The best solution to the problems of rate contracts may lie in periodical meetings arranged between the parties to review the changing situations and to make necessary adjustments.

The accumulation of inventories poses a problem for the Corporation. Models of chassis change, the makes change; and with them do change the inventory requirements. Old inventories remain idle with large capital remaining sunk in them and new inventories are ordered out and stocked. The Corporation has tried to meet this problem by adopting a standardisation programme with a view to eliminating the item entirely and to contributing to lower inventories. The Corporation has standardised a number of
items by thorough analyses on the basis of their use and cost. This has resulted in a substantial reduction in the stock and cost of inventories. I was informed during my study that other Road Transport Corporations had asked for the scheme of standardisation adopted by the Corporation.

As per the policy of the Corporation, there should be minimum of the local purchases. There is a view that local purchases subsidise local industry. Also, it results in prompter service. But, as a matter of organisational interest, a public purchasing agent should not be allowed to think of subsidising a local industry if he can buy more cheaply elsewhere. Be that as it may, lest the buses are stranded for want of a particular item, the Corporation has to authorise the ASO of the Divisional Stores to make a monthly local purchases to the maximum of Rs. 15,000/-.  

Labour Section:

This is an important Section at the Divisional level as on its efficient working depends the efficiency of the operations of the routes. The wheels of the buses may stop moving if those who are supposed to move them are not treated properly or are a dissatisfied lot. The job of this Section is peculiar in character in the sense that a problem might arise at some other level due to a reason for which this Section may not be responsible at all and still

22. Ibid.
it will be the duty of this Section to solve it.

The Section is headed by a Labour Officer who is assisted by a Junior Assistant and two Clerks. The duties as laid down in the Factories Act, 1948, and the Bombay Industrial Relations Act, 1946, are supposed to be performed by the Labour Officer. He is responsible for the actual implementation of the 'Settlement' arrived at between the Corporation and the labour at the Central level. He has also to look after various activities like (a) welfare work, (b) sports, (c) entertainment programmes, (d) film shows, and (e) library facilities, in the Division. Work relating to the Workmen's Compensation Act, 1923, and the Employees' State Insurance Act, 1948, is also to be attended to by the Section.

For the purpose of looking after the welfare work, a Staff Welfare Committee consisting of 8 members is formed at the Divisional level. Out of these 8 members, 3 are officers. The Divisional Controller is the Chairman of the Committee, the Labour Officer acts as its Secretary and the Accounts Officer acts as the Joint Secretary & Treasurer. The remaining 5 members are nominated by the Divisional Controller in consultation with the Labour Officer from among the workers. Generally those who can devote their time after welfare activities are nominated.
The Committee meets bimonthly. Voluntary contributions are also collected and the funds so collected are used for the welfare activities.

While the idea of inviting the workers to participate in the welfare activities by making them members of the Committee is an ideal one, the mode of their nomination does not seem to be appropriate. Why should they be nominated by the Divisional Controller in consultation with the Labour Officer? Is it not possible to hold election — or, consult the labour union — for their inclusion in the Committee? The elected members may work with greater zeal and interest. Again, it may boost up the spirit of the workers at large for participation in the welfare activities.

Similarly, a Library Committee is also constituted wherein the Divisional Controller, the Accounts Officer and the Labour Officer are the principal members. Those workers who are interested in this activity are also coopted as members. Their number is not certain.

The Committee receives a recurring grant from the Central Office for purchasing books for administration. It also looks after the library for the staff.23

Gone are the days when the workers were handled as

23. Ibid.
mere automations. They cannot be treated as cogs in a machine. They have now to be treated as partners, the enterprise employing them, have to be invited to participate in the management. This leads to their mental and emotional involvement in a group situation which encourages them to contribute to the enterprise goals and share the responsibilities. These principles found place in the Second Five Year Plan which stated that such a measure would be of help (a) in promoting productivity for the general benefit of the enterprises, the employees and the community, (b) in giving employees a better understanding of their role in the working of industry and of the process of production, and (c) in satisfying the workers' urge for self-expression, thus leading to industrial peace, better relations and increased cooperation. 24 Various conferences and seminars have also echoed the same feelings.

Works Committees are one such institution of industrial democracy, which promotes understanding and goodwill and prevents bitterness and acrimony. The Industrial Disputes Act of 1948 provides for the setting up of Works Committees in industrial establishments employing 100 or more workers. Accordingly, a Works Committee has been functioning at the Divisional level in the Corporation. It is composed of representatives of the Administration.

as well as of the labour. The Divisional Controller, the Labour Officer, the Accounts Officer, the Traffic Officer, and the Mechanical Engineer are the five permanent members and represent the Administration or the Management. An equal number of elected members representing the workers including the office staff are included in the Committee. The election is held throughout the Division for the purpose. One representative each is elected from the categories of (i) Driver, (ii) Conductor, (iii) Divisional Workshop, (iv) Workshop Staff outside the Divisional Workshop, and (v) Administration/Office Staff.

In the Divisions where there are more than 1,500 workers, the strength of Committee is increased by four members: two each representing the management and the workers. There, the Stores Officer and the Establishment Supervisor/Administration Officer are on the Committee to represent the management and a HQ Driver and a HQ Conductor are elected to represent the interests of the workers. Quarterly meetings are held wherein problems pertaining to labour and management are discussed and efforts are made to maintain harmonious and cordial atmosphere and relations.

The Labour Officer has to perform the task of submitting a fortnightly confidential report to the Central Office about the general labour situation in the Division. For this, he is supposed to visit personally a few Depots,
and collect information. In addition, he is also expected to visit Depots in the Division, hear the grievances of the workers by contacting them individually, and try to redress them as early as possible. A report of every such visit is to be submitted by him to the Chief Labour Officer at the Central Office. Incidentally, despite all such touring functions, he is not regarded as a 'touring officer' and does not enjoy the benefits which are extended to 'touring officers'. Moreover, he has to attend to the work pertaining to Labour Courts, Government Labour Offices and Factory Inspections. Various weekly, monthly and quarterly reports/statements have also to be submitted by him to the Central Office.

All these functions, however, do not absolve him from his principal functions as Labour Officer -- taking disciplinary actions against individual miscreants, following up the disciplinary procedures, attending to the appeals, etc., in accordance with the powers granted to him by the Corporation.

Observation:

My field-work has revealed that the Section is not adequately staffed. No typist, for example, is allotted to it. This may mean that all the confidential reports will have to be written down by the Labour Officer himself for

25. Based on Personal Interviews.
he cannot give those reports to others without sacrificing their confidential character. If a typist is allotted to the Section, his responsibility can be fixed up and, therefore, there are less chances of leakage of certain important confidential information.

Similarly, the Labour Officer is supposed to move out to the Depots for collection of certain information and data. Even when he is in the HQ, he is expected to perform a variety of functions. The very nature and size of his duties and responsibilities create a workload that makes a grant of additional staff necessary.

Civil Engineering Department:

An Organisation needs staff and staff need offices. The better the offices, higher probably will be the efficiency and productivity of the staff. Any organisation required to render services through the length and breadth of a State ought to have a number of buildings. These buildings are required to be maintained. New ones may also be required to be constructed. A civil engineering department is, therefore, a must for every big organisation.

Every Division of the Corporation is equipped with a Civil Engineering Department. It is manned with a Deputy Engineer as its Head, assisted by a Jr. Engineer and a Supervisor.
The hierarchy of the staff complement is presented below:

Dy. Engineer

Jr. Engineer

1 Jr. Asstt.
1 Typist
1 Jr. Clerk
1 Asstt. Draughtsman
* Workcharged Karkoons recruited in required numbers as and when necessary

General Branch

Supervisor

Civil Inspector

The Department is responsible for all the construction work within the area of a Division. The building construction work is given through the invitation of tenders. It also looks after (a) the preparation of bills, (b) measurement recording, and (c) the payment of the bills. The Dy. Engineer is authorised to pass the bills up to the limit of Rs. 1,000/-. He can invite tenders up to Rs. 10,000/- and make recommendations about a particular contractor. For opening the tenders, a Committee is formed consisting of the Dy. Engineer and the Accounts Officer of the Division.
The Department is supposed to execute (i) budgeted works, and (ii) capital investment construction works.

Inspection of works during their progress has its own importance in civil engineering. Therefore, standards are laid down for inspections and measurements of works by the Central Office. Thus, works which cannot be measured at a later stage -- i.e. all the hidden works -- must be inspected 100% by the Dy. Engineer. It is essential to record all such inspections in the Measurement Book to ensure the 100% inspections.

For all the works over Rs. 10,000/- monthly bills are prepared by the Dy. Engineer and are sent to the Central Office for passing. 10% of the bills of such works are required to be checked by the Executive Engineer concerned.

Observation:

This procedure of sending the bills to the Central Office for their passing and final payment involves a lot of delay and sometimes puts the Dy. Engineer in an awkward box as he is the person who has to face the parties. Again, a uniform financial limit irrespective of the size of the Division is far from desirable. A Division, for example, may have a fixed number of Depots but the size of the Depots may be bigger. Again, all the Depots do not have

26. Ibid.
a pucca bus station. Therefore, the financial limit for passing the bills may not come in their way. But a Dy. Engineer of a Division having Depots with pucca bus stations may have to face a difficult situation. Moreover, these limits were fixed long ago. Since then prices of materials and labour charges have gone up a great deal. This may tie down the hands of the Dy. Engineer very much. It is, therefore, necessary to raise the limits reasonably.

Establishment Section:

No organisation can function without human beings. They have to be recruited, inducted, trained and looked after for competent and efficient performance of the services. It is the Establishment (Est.) Section in any organisation that looks after this job.

All the Divisions of the Corporation are equipped with Establishment Sections which look after the personnel functions. Most of the appointments at the Divisional and Depot levels are made by the Central Office of the Corporation. A Division is authorised to recruit persons drawing Rs. 150/- or less per month. The Corporation has prepared a standard Staff Key for the (i) Divisional Offices, (ii) Divisional Workshops, (iii) Depot Traffic and (iv) Depot Workshops. The key is based on the number of schedules operated at a Divisional and Depot level. However, there are certain categories for which the proposals for the
sanction of staff on requirement basis will have to be forwarded to the Central Office. These categories are (1) Watch & Ward Inspector, (2) Gate Keeper, (3) Reservation Clerk, (4) Priority Writer, (5) Traffic Controllers, (6) Watchman, (7) Sweeper, and (8) Drivers and Conductors. It is the job of the Est. Section to prepare the staff position accordingly both for the Division and the affiliated Depots. In addition to this, it has to maintain Service Records of the Divisional as well as the Depot Staff. It has to maintain the Leave Accounts. Personal Files and Service Books of all the persons employed at the Division and the affiliated Depots. The Section has to take care of the retirement of the staff. Though the retirement age is fixed at 58, there is a practice of extending the service-age of a staff member by the General Manager.

Confidential Reports enjoy special importance with the Corporation. While fixing up the seniority and/or preparing the Gradation List the Confidential Reports of those who have passed the Departmental Examinations are taken into account. The Confidential Report may bear any one of these remarks:

'Outstanding'
'Good'
'Fair'
'Average'
'Poor'

Persons getting the 'Fair' remarks will be informed
of the same, while those securing either 'Average' or 'Poor' remark will be served with a memo. This unpleasant task is to be performed by this Section.

The cancellation of a good number of trips during the monsoon season obliges the Corporation to retrench a number of Drivers, Conductors, Helpers, Art C, Clerks and Peons. The Corporation has, however, devised a policy which provides that (i) those Drivers who have completed 120 days' service during the year shall not be retrenched, and (ii) those Conductors, Helpers, Art C, Clerks and Peons who have put in 240 days' total service shall not be retrenched. It is here where the Est. Section of the Division comes in and renders a useful service. Again, the Section has to take care of the reappointments at the time of the introduction of the Winter Time Table (WTT). It has to see that those who were retrenched earlier get a preference over the newly recruited persons in order of their seniority.

The Section has to look after the transfers, deputation, etc. As far as the transfers are concerned there is no fixed time. Generally, it takes place soon after the monsoon or in April/May. The issue of transfer presents an interesting picture. There may be inter-Divisional and intra-Depot transfers. This will have to be effected through the Head Office, i.e. the Central Office.

The Section is manned with an Estate Supervisor, two
Jr. Assistants, two Typists — one for English and the other for Gujarati language — one out of the two being designated Typist-Clerk, plus 10 Clerks.27

The Section maintains the following registers:—

(1) Staff Register,
(2) Ratio Register.
(3) Schedule Caste, Schedule Tribe and Backward Class Register.
(4) Waiting List Register.
(5) Part-time Employees' Register.
(6) Transfer Register.
(7) Daily-wager Register.

Security Section:

Any organisation engaged in producing/consuming a variety of types of large and small items must make adequate security arrangements. Similarly, when the nature of operation is such that persons engaged in an organisation directly handles cash, it becomes obligatory for it to take certain security measures to prevent pilferage of goods and leakage of revenue. The Security Section of a Division in S.T. is primarily meant for the protection of the property of the Corporation, the prevention of the leakage of revenue and the ensuring of such other security measures. It is also its duty to detect clandestine

27. Ibid.
operations with the help of the RTA people or the Police Department. It has powers to make confidential inquiries and report to its Central Office Branch about the antecedents, character, etc. of any member of the staff, labour, etc. The Divisional Security Inspector fixes the duty hours and the functions of all the watchmen in the Division.

The Section has a Divisional Security Inspector who is assisted by a Watch and Ward Inspector and two Security Assistants. All the watchmen of the Division who are posted at all its Depots are attached to this Section.  

Observation:

While such a Section is a must for any large scale organisation, it seems to have been given more than due to it. The Sectional Head has been enjoying very wide powers. For instance, the Section is authorised to make confidential inquiries about any Officer including the Divisional Controller and submit its report directly to the Central Office! Though the Section is located at the Divisional Office, it is not answerable or responsible to the Divisional Controller. This has resulted in an arrogant attitude of the Officer to one and all. Again, he seems to look at every person as if he were dishonest. It also creates a number of administrative problems for a Divisional Controller, particularly if one has a weaker or

28. Ibid.
humble personality. It is not a wise managerial policy to grant such absolute powers to a Section which is supposed to work with a Division/Branch; for, power corrupts and absolute power corrupts absolutely. It seems desirable to place the Section under the direct control of the Divisional Controller; or else, its powers should be restricted and very clearly laid down within specified area and range.

Depots:

Divisions are mainly supervisory, controlling and coordinating bodies, the actual operation of the transport service being managed by the Depots. It is the Depot which looks after the traffic needs of the surrounding places and people. Depots are, in principle, located according to the operational convenience without any relevance to geographical or any other representation. However, public pressures, political influence, etc., have certainly influenced the opening of Depots in some areas! A historical growth pattern of Divisions and Depots is presented in Appendix 'A'.

For the purpose of efficient administration, Depots have been classified as 'Senior', 'A', 'B' and 'C' on the basis of the number of schedules operated. The classification serves as the basis of the staff allotment. Chart VII.A presented here reveals the difference in terms of the
The Chart shows some interesting readings:

(1) Senior Depot is headed by a Senior Depot Manager 'A' who is Class II Sr. Officer. Depot 'A' has as its Manager a person who is Class II Jr. Officer. Depots 'B' and 'C' have a Class III Officer as Manager.

(2) Senior Depot has a Jr. Accountant, a post which is not granted to any other class of Depots. How strange does it seem that an addition of one more schedule (just from 53 to 54!) warrants the appointment of a Jr. Accountant, whereas only one less does not qualify a depot to have him? The quantum and the nature of work under such situations will hardly differ.

(3) There is a visible gap, in terms of the seniority and salary, between the Depot Manager of the Senior Depot and the staff working immediately under him as all of them are Class III Officers. This may give rise to mental complexes between the two and may create various administrative problems. Again, two persons who can look after the Depot in the absence of Sr. Depot Manager, viz. ATS and AWS, are of the same category and, therefore, a conflict may arise about the handing over the charge to one of them. 54 Schedules is the minimum laid down for

29. Ibid.
senior Depot but the maximum number is not laid down. Consequently, the number of schedules go far beyond 54 with all the consequential load and pressure of work. It would be advisable to institute a Class II Jr. post at the Sr. Depot so that the Depot Manager's pressure and load of work are reduced and the possibility of a conflict as mentioned earlier is avoided.

Though the hierarchical structures of the different classes of Depots differ, the basic departments remain common irrespective of the size or the class of the Depot. They are (1) Traffic, (2) Office, and (3) Workshop.

(1) **Traffic**: This Department is responsible for the operation of the bus service. It has to carry out the order of the Divisional Traffic Branch in regard to the allocation of duties. All the efforts of the Divisional Traffic Branch will be wasted if the Traffic Department of a Depot does not function efficiently. It is the duty of this Department to see that the buses run regularly and according to the Time Tables. This Department acts as eyes and ears of the Divisional Traffic Branch as it can find out the traffic demands, the seasonal variations therein, the local fairs and festivals and the period of their occurrences, etc. It has to maintain records and supply statistical
information to the Statistical Section of the Division.

The Traffic Department of a Depot has to arrange for the supply of the special buses, buses for the casual contracts, and arrange for the extra trips in connection with the fairs and festivals. It has to see that there is a maximum utilisation of the vehicles and the crew.

In short, the performance of the functions of the Traffic Department of a Depot can make or mar the image of the entire organisation.

(2) Office:

This is the administrative organ of the Depot. It helps the Depot Manager in the performance of his manifold functions. Correspondence with the Divisional Office and outside parties is done by this Section.

Accounting of the cash collected by the field staff of the Traffic Department and its remittance is looked after by this Section. The entire net collections of the day are remitted to the Treasury by a challan which is prepared in duplicate and no balance of cash is retained at a Depot out of the revenue. The challans are signed by the Depot Manager/Incharge of the Depot who has to verify the correctness of the under-remittance. If a receipted challan is not issued across the counter, the
signature of the treasury clerk is to be obtained on the remittance book or pass book or a token is to be obtained as prescribed under Central Treasury Rule.

The Cash Book in respect of the entries of transactions each day is signed by the Depot Manager in token of having checked them. He is supposed to check the entries with reference to the supporting daily vouchers and satisfy himself that all receipts and disbursements are supported by genuine vouchers. He has also to record in the Cash Book a certificate of the physical verification of cash on the last working day of the month. He has also to make a surprise check of cash at least once in a month and record the findings in the Cash Book. Failure to comply with these requirements is considered a default. The Inspector of Accounts and other inspecting officers verify that these requirements are properly complied with.

(3) **Workshop:**

What an Air Force is to an Infantry in an Army during war, a Workshop is to the Traffic Branch at a Depot during the operation. Depot workshops take care of preventive maintenance and minor running repairs to vehicles. Besides, minor assemblies are replaced by new or reconditioned ones. It supports the Traffic Branch for operating efficiently.
The Depot Manager acts as the coordinator and controller of the Departments. He may be a man from the traffic side or the mechanical engineering side. He acts as a liaison officer between the Corporation and the travelling public. He should, therefore, be allowed to concentrate on his work and do his job efficiently. Unfortunately, this does not seem to be so. He is very much bothered by a band of inspecting officers either from the Divisional Office or the Central Office. Very little time, therefore, is left to him for looking after his regular routine jobs.

Again, my field work has shown that the Depot Managers are not paid any entertainment allowance. As a matter of fact, a number of persons visit them and they are required to incur expenditure on this count. It is, therefore, necessary that they should be authorised to incur such expenses up to a specified limit or paid fixed Entertainment Allowance.²⁹³

Size of a Division and a Depot -- A Problem:

What should be the viable size of a division and a depot is a problem, which has engaged the mind of the top level management of the Corporation. After all, efficient management coupled with effective control always enjoys top

²⁹³. Ibid.
priority with the Chief Executive of any organisation. Expansional activity and the extension of services may not bring any credit to the Corporation if its organs are not functioning efficiently. Public memory is very short and a hundred efficient service performances may go in vain if the travelling public is put to inconvenience and hardships on a few occasions. It is, therefore, imperative that the operating units of the Corporation should run efficiently. Efficiency has an inverse proportional relation with the size of an unit. If the size of a division or a depot increases, the efficiency is bound to go down, and vice versa.

The Corporation also had, like many other organisations, decided to take the services of an expert consultative body and had entrusted, in November, 1965, to the Indian Institute of Management, the task of studying the problem of determination of the optimum and viable size of a division and a depot. The Institute study had made the following recommendations:—

"(1) The size of the divisions, rather than the number of divisions, be increased.

(2) The Control system at the divisional level be modified as follows:—

(a) Each division be made into a profit Centre with emphasis placed on profit performance.

(b) A management incentive compensation system based on profit sharing should be instituted.

(3) Under the existing conditions, expanding the size of a depot beyond 60 Schedules does not
appear to be worthwhile for two reasons:

(i) The economies of scale for a depot are not substantial beyond a size of 60 Schedules; and,

(ii) from the standpoint of the depot manager's ability to control operations effectively, larger size might be disadvantageous.

(4) A computer program has been developed to prepare link diagrams. Although this program has some limitations, it is recommended that it be based on an experimental basis." 30

The Corporation accepted Recommendations No. 2, 3 and 4.

I would like to make the following observations in this connection.

Recommendation 1:

It is strange that the Study Team adopted a double standard for fixing up the size of the division and the depot. If, for example, the size of a depot is to be fixed at 60 schedules, why should the size of a division also not be fixed under the same criterion? After all, the number of schedules operated by a depot must be fixed in order to keep a division handy and efficient. Again, what can be the maximum size? This will have to be fixed at some point.

Recommendation 2:

The Corporation, since its inception, has been adopting a system of monthly cost analysis for every division. The analysis so made was also circulated to all the Units for corrective measures as well as to create in them a sense of

competition. Viewed from this angle, the Corporation had gone far ahead of the recommendation made. Again, the Corporation, since Oct. 1967, did intermittently adopt the Depot Incentive Scheme. Additions and alterations in the Scheme have been made and the Scheme as it operates today is presented in Appendix VII.1.

Recommendation 3:

This would necessitate availability of more land. The cost of land has also been rising day by day and it does not become easily available at a site which would be convenient for the public. Though this recommendation was accepted by the Corporation, its implementation was delayed for want of a suitable site.

Recommendation 4:

The Institute was assigned the task of preparing link diagrams somewhere in 1967. The Institute has yet not completed the job, though seven years have elapsed. I have been given to understand that one aspect of the programme — vehicle utilisation — has been covered, while the crew aspect — minimum number of crew — still remains to be done.

Now, the Corporation had gathered sufficient experience during the years until 1965. Again, it had the advantage that quite a number of officials had the privilege of serving both the Corporations — BSRTC and GSRTC. The experience thus gathered had, as my interviews with many
officials of the Corporation revealed, given them a commendable insight in the problems. But, this is the age of sophistication and snobbery. It has become a fashion to use the services of expert consultants, who may not bring out anything new from what has been either existing or what the old experienced stalwarts have been practising. The Corporation, it is felt, should have formed a small committee of its senior executives to deal with the problem rather than sought the help of consultants who have not been able to deliver the goods.