



P.A.C—53

**PUBLIC ACCOUNTS COMMITTEE**  
( 1988—90 )

(EIGHTH ASSEMBLY)

FIFTY THIRD REPORT



**REPORT OF THE COMMITTEE ON PUBLIC ACCOUNTS  
ON THE REPORTS OF THE COMPTROLLER AND  
AUDITOR GENERAL OF INDIA FOR THE YEAR  
1985-86 (REVENUE RECEIPTS) PERTAINING  
TO TRANSPORT (INLAND WATER TRAN-  
SPORT) DEPARTMENT, GOVERN-  
MENT OF ASSAM.**

Presented to the House on 9th April, 1990

**ASSAM LEGISLATIVE ASSEMBLY,  
DISPUR : GUWAHATI—781006.**

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BY

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(i)

COMPOSITION OF THE COMMITTEE  
(1988-90)

CHAIRMAN :

1. Shri A. F. Golam Osmani,

MEMBERS :

2. Shri Pradip Hazarika.
3. Shri Joy Prakash Tewari.
4. Shri Silvius Condpan.
5. Shri Sheikh Abdul Hamid.
6. Shri Ramendra De.
7. Shri Chandra Mohan Patowary.
8. Shri Abdul Rob Laskar.
9. Shri Abhijit Sarma.
10. Shri Pabindra Deka.
- \* 11. Shri Kamala Kalita.

SECRETARIAT :

- |                            |                  |
|----------------------------|------------------|
| 1. Shri S. N. Deka,        | Secretary.       |
| 2. Shri S. K. Changmai.    | Liaison Officer. |
| 3. Shri A. R. Chetia,      | Under Secretary. |
| 4. Shri P. Deuri, Bharali, | Superintendent.  |

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\* Ceased to be a member of Public Accounts Committee with effect from 28th January, 1990 on his appointment as Minister of State.



(ii)

## PREFATORY REMARKS

I, Shri A. F. Golam Osmani, Chairman of the Committee on Public Accounts, having been authorised to submit the report on their behalf do present this fifty Third Report of the Committee on public Accounts on the audit paras contained in the Reports of the Comptroller and Auditor General of India (R/R) for the year 1985-86 pertaining to Transport (Inland Water Transport) Department Government of Assam.

2. The Report of the Comptroller and Auditor General of India (R/R) for the year 1985-86 was presented to the House on 16th March, 1988.

3. The Report of the Comptroller and Auditor General of India for the year 1985-86 (R/R) containing the Audit paras relating to Transport (Inland Water Transport) Department, Government of Assam were considered by the present Committee in their meeting held on 15th September 1988, 14th October 1988 and 5th December 1988. The Committee had also scrutinised parawise written memorandum of the Department and took evidence of the Departmental witness. The Committee had also visited the Jogighopa-Pancharatna Ghat in the District of Goalpara on 24th February 1989 and Rani Ferry and Jatinga Ferry in the District of Cachar on 18th December 1988 for an on the spot study to make a realistic assesment.

4. The Committee has considered the draft 53rd Report and finalised the same in its sitting held on 21st March 1990.

5. The Committee wishes to express their thanks to the the Commissiones and Secretary to the Government of Assam, Transport Department and the Director Inland Water Transport and other officers including representatives of Finance Department for their full co-operation and valuable assistance. The Committee also appreciates the Accountant General, Assam for his valuable guidance and assistance.

Dated, Dispur :  
The 21.3.90

A. F. GOLAM OSMANI,  
Chairman,  
Public Accounts Committee.



## INTRODUCTORY

1.1. Inland Water Transport is well recognised through out the world as the cheapest mode of transport. Its fuel consumption is the lowest in comparison to other machanised mode of Transport. In Assam, the capacity for traffic expansion on existing rail link is limited, and movement by roadways is relatively costlier. Hence, the supplimentary mode of Transport i. e., Inland Water Transport needs due attention.

1.2. Assam is endowed with the mighty Brahmaputra and Barak with their tributaries. At present the Inland Water Transport, Assam is operating 22 Nos. ferries on Brahmaputra and 20 Nos. on Barak and Katakhal with a carrying capacity of 110.00 lakh passengers, 1.00 lakh vehicles and 0.50 lakh M. T. of cargo annually as stated by the Department. The length of interval water ways is more than 9600 K.M. of which 1600 K.M. is nevigable by streamers and large country boaths. Ferries are regulated by Government and ferry receipts are levied and collected under the North India Ferries Act. 1878 and Control and Management of Ferries Rules, 1968. The Inland Water Transport Organisation had operated 19 Ferry Services each in the river Brahmaputra and Barak at the end of sixth five year plan period. The description of Ferry Services with their length are—

## (A—IN BRAHMAPUTRA VALLEY)

1. Sadiya-Saikhowa ferry service	20
2. Dibru Burisuti-Sonari feery service	20
3. Dibru-Kachari-Oriumghat ferry services	100
4. Dibru-Sissi-Manchkowa ferry service	60
5. Disangmukh-Matmora ferry service	24
6. Neamati-Kamalbari ferry service	20
7. Tezpur-Silghat-Panpur ferry service	27
8. Jogighopa-Goalpara-Pancharatna ferry service	14



9. Dokuchi-Bhekuradia ferry services	1
10. Santali-Bohari service	12
11. Guwahati-Rajaduar ferry service	3
12. Guwahati-North Guwahati ferry service	3
13. Guwahati-Kurua ferry service	15
14. Dhubri-Fakiragonj ferry service	15
15. Bohori-Kachikata ferry service	20
16. Dhansiri-Gamitrigat ferry service	30
17. Goalpara-Baghbar ferry service	25
18. Mukalmua-Bhanganmari ferry service	10
19. Saikhowa-Paglam ferry service	25

(B—IN THE BARAK VALLEY)

1. Mashimpur ferry	200—300 metres
2. Rani feery	„
3. Sonabari ferry	„
4. Goglacherra ferry	10—150
5. Katlicherra ferry	„
6. Rajnagar ferry	200—300
7. Ratanpur ferry	100—150
8. Bachighat ferry	200—300
9. Jatinga ferry	„
10. Narayanpur ferry	100—150
11. Sonai ferry	200—300
12. Mahanpur ferry	100—150



13. Lalecherra ferry	200—300
14. Fulartal ferry	„
15. Barenga ferry	„
16. Mudhura ferry	„
17. Annapurna ferry	„
18. Chatte Dudhpatil ferry	„
19. Dudhpatil ferry	„

1.3. Audit has also pointed out that ferry receipts of the Inland Water Transport, Assam consist of (i) lease charges paid by individuals for plying Government owned vessels on specified ferry routes at rates determined by open tender, (ii) freight charges for cargoes of goods cargo ferries run by the Inland Water Transport (I. W. T.), Department, and (iii) fares from passengers and tolls on vehicles carried by departmentally operated vessels on few routes. Lease charge are deposited in instalments in advance by the lessees direct into Government Treasury, as provided in the agreement. Freight charges, passenger fares and tolls are collected by the departmental officers at ghat sites and deposited into Government Treasury at weekly intervals. The Directorate Inland Water Transport came into existence in the year 1959 under the Department of Transport and Tourism of the Government of Assam. The Directorate took over initially in 1968, from public works Department, six major ferry crossings across the river Brahmaputra and later undertook commercial services also. With the expansion of Inland Water Transport activity, two more unit offices, besides those at Guwahati, were opened at Dibrugarh (April 1982) and Cachar (April 1985) each headed by an Executive Engineer.

1.4. The Department have also implemented a number of plan schemes. As per records made available to Public Accounts Committee it appears that the planning Commission had set up a working Group on development of Inland Water Transport for the seventh five year plan. The working Group keeping in view (a) Promotion of efficiency in the use of resources and (b) conversion of efficiency in energy used particularly of P. O. L. had recommended.



1.4.1. The development of Inland Water Transport should be from part overall transport plan of the country along with other modes such as Railways, Roads, Airways, Coastal, shipping, Pipelines etc. Each mode should be developed considering the suitability and potentialities of each keeping in view, the least resource cost principle.

1.4.2. In view of the emerging energy situation I.W.T. should be developed on priority basis. Emphasis should be placed on creation of infrastructural facilities including conservancy measures, terminals, fleet capacity, etc.

1.4.3. In view of the high unemployment situation in India, Inland Water Transport development could be used successfully as an instrument for creating high employment potential, especially among the weaker sections of the society.

1.4.4. The proposed Inland Water ways Authority of India, should be set up as early as possible to attend the works related to provision of infrastructural facilities, maintenance and management of the National Waterways.

1.4.5. The Central Government was giving 100% of the sanctioned cost, as loan assistance to State Governments for viable schemes for development of Inland Water Transport upto 1978-79. After the decision of the National Development Council, the loan assistance has been restricted to 50% from 1979-80. Now, it is proposed to provide 75% loan assistance to give the necessary thrust for Inland Water Transport Development.

1.4.6. While appraising Inland Water Transport projects, due consideration should be given to other social benefits.

1.4.7. Hydrographic surveys and techno-economic studies should be undertaken by the Central Govt. on all the important waterways.

1.4.8. The State Directorate of Industries, Central Industries Licensing Authority and financial institutions may be requested to explore the possibility of locating new industries near the water front where Inland Water Transport exists through suitable regulations. Efforts should also be made to locate industries like fertilizers, paper, cement, steel, thermal power, stations, etc. with suitable anti-pollution devices.



1. 4. 9. The Working Group felt that there should be unified agency in each state where there is potential for development of IWT in the form of a corporation or an undertaking to develop, maintain and manage the Inland Water Transport in that state. Such Corporation or undertaking can also take care of collecting and publishing traffic data. It has been observed that the absence of such Corporations or undertakings has inhibited development of Inland Water Transport in a unified and systematic manner.

1. 4. 10 Hydel Power Stations create the possibility of establishing industries near the Water front. The Ministry of Irrigation and Ministry of Energy may be requested to set up as many hydel power stations as possible near the locks and barrages.

1. 4. 11. The possibility of inclusion of the cost of maintenance of waterways with hydel power stations being borne by the power tariff as done in countries like France, UK, Netherlands, etc. may be examined by the concerned authorities.

1. 4. 12. A pilot project to run river services on stretches like Holdia-Patna on the Ganga, Hooghly river system may be implemented to demonstrate the viability of Inland Water Transport to the potential users.

1.5 With the strategy as in the foregoing para the Department during 7th five year plan period, stated to have carried out a number of schemes. The materials furnished to Public Accounts Committee reads :

1. 5. 1 In the 7th five year plan a sum of Rs. 1,000.00 lakhs was sanctioned for the Inland Water Transports, Schemes in Assam.

1. Expansion of I. W. T. Administration.. Rs. 75.00 lakhs.
2. Development of Crew Training Centre ...Rs. 55.00 lakhs
3. Acquisition of ferry vessels ..Rs. 250.00 lakhs
4. Acquisition of Cargo vessels ...Rs. 330.00 lakhs
- 5.. For inter State Commercial Cargo Carriage Construction of Survey Low ....Rs. 14.00 lakhs



- |  |                    |
|--|--------------------|
| 6. Construction of Flood Relief Boat under Char (river island) and diary development. .... | .. Rs. 55.00 lakhs |
| 7. Provision of repairing facilities in Upper Assam & Borak Valley                         | ..Rs. 19.00 lakhs  |
| 8. Hydrographic Survey   | ..Rs 5.00 lakhs    |
| 9. Acquaiating of Dredger ....   | ..Rs. 100.00 lakhs |
| 10. Construction of Office Building  | ..Rs. 15.00 lakhs  |
| 11. Registration of Country Crafts   | ..Rs. 1.00 lakhs   |
| 12. Construction of Slipway at Pandu Centrally sponsored scheme.                           | ..Rs. 195.00 lakhs |

1.5.2. By end of 1988 of the 7th five year plan period, in regard to expansion of Inland Water Transport Administration, 500 posts of operational Technical and planning Officers and Staff have been created and appointed. It starts from Deputy Director (Design) & (Plan), River Surveyor, Master and Other Crews of river crafts to Welders, Carpenters down to Khalashi.

1.5.3. State was already imparting training to the river crews in a floating crafts acquired from N. F. Railway since the crafts is about 80 (eighty) years old a new training/vessel (without Engine) at the cost of Rs.95.00 lakhs is being built and expected to be ready by 1989. About 1500 fresh boy have been already trained and employed in various river crafts in Brahmaputra, Ganga and Barak river.

1.5.4. Since one Survey Launch completed and put to operation in 1982 it is found that it is not enough for 800 Km. of Brahmaputra, another was sanctioned to be constructed at a cost of Rs.14.99 lakhs. The second Survey Launch is almost completed and likely to be put into service within this year. Since the Brahmaputra river is uncharted and every year charges its navigable channel, more survey Launches are essential for waterways for proper scientific Hydrographic Survey.



1.5.5. Two ferry vessels (Ramp powered Lighter type) are under construction and will be completed by the end of 7th plan. Similarly one Pusher Tug for Commercial cargo service and two 250 M.T. capacity Barge under construction. All these will carry goods from Calcutta/Haldia to N.F. Region and vice-versa.

1.5.6. A number of wooden mechanised boats were constructed for flood relief operation. Those are already completed and did great service during floods.

1.5.7 Machine for Workshops at Dibrugarh and Silchar were purchased. Dibrugarh workshops have been set up in a floating barges with the machineries fitted on board to carry out repair of river crafts. Silchar workshop will be shore based.

1.5.8. No fund for the Dredger is allotted as yet. But for Hydrographic Survey and river training, works a sum of 5.00 lakhs are being utilised, due to paucity of fund for other more important schemes.

1.5.9 Floating Jetties are being built to serve as terminal facilities in 6 (six) important ghats station and Inland Water Transport office Buildings are constructed at Jorhat, office building at Pancharatna already completed and being used with a sub division there.

1.5.10 For centrally sponsored scheme of "Slipway", land and workshop shed at river side are taken over and site preparation is going on.

1.5.11 So, during 7th Plan period organisation has been strengthened, ferry vessels and cargo vessels capacity is increased and infrastructure facilities like repair and training have been augmented. Road and Inland water Transport Co-ordination are very much there at present. More railway and Inland Water Transport Co-ordination may open up vast hinterland both for ferry and Inland Water Transport cargo service. Coal and Digboi refinery product may be moved by rail and road to Dibrugarh and then by inland Water Transport for movement to other parts of the Country.

1.5.12. The first phase construction of Inland river port at Pandu was completed and handed over to Central Inland Water Transport Corporation Ltd. long ago. Now



they have started the construction of second phase by providing modern facilities for containers cargo handling and other equipment under N. E. C. Scheme for 7th year plan. They have also started to modernise the Inland Terminal at Karimganj, likewise, under Central Sector Scheme at a cost of Rs. 3.00 crores.

1. 6. For maintaining smooth navigation, the Department Proposes to undertake continuous conservancy work. under the perspective plan action for 1990-2000 of the Department for works to be taken up one :

1. 6. 1. For maintaining smooth navigation of Inland Water Transport crafts in Brahmaputra river, efficient conservancy works on the river channels are essential. So far this part of the work could not be attended to due to paucity of fund. Continuous conservancy work is a must for navigation on alluvial rivers like Brahmaputra. For conservation of Brahmaputra and other rivers the following works need to be carried out:—

- (i) Hydrographic Survey
- (ii) Dredging
- (iii) River Trading
- (iv) Making of channel and Pilotage
- (v) Night navigational aids.

1. 6. 2. **Hydrographic Survey** : For carrying out hydrographic survey from time to time in certain stretches of rivers, a few survey launches and a few hydrographic surveyors are essential. A few engineers have to be trained in Hydrographic Survey Training Institute in Goa, managed by Indian Navy. A few survey launches have to be acquired and manpower required for this purpose have to be trained.

1. 6. 3. **Dredging** : There are some portions of the navigable channels of Brahmaputra and tributaries which create bottlenecks every winter in smooth plying of bigger and modern tugs and vessels due to shallow channel. The Noonkhowa shoal area near Dhubri Kholabondha shoal, Kolongmukh, etc. are some of the wellknown shoals. Dredging of the considerable stretches of the river is necessary to keep the navigable channel deep enough for plying of loaded vessels in dry winter season. Small cutter section



dredgers for dredging the selected stretches of the navigable Channel have to be purchased in a phased manner after assessing the number of such vessels required up to 200 A. D.

**1. 6. 4. River Training :** The dredging is a costly affair. It is not economical to employ them all over the shallow portion of the navigable river. On the other hand; some portions of the shallow navigable channel can be kept deep enough for navigation by age old method of river training bandalling or by modern method of bottom panneling. Bandalling can be done by locally procured bamboo and other forest products. These two method of river training scientifically and in proper season, very effective depth for navigation can be maintained in the shallow portion of the river.

**1. 6. 5. Marking of channels and Pilotage :** A navigable channel in a wide river like Brahmaputra have to be marked in many places for navigation. A dredging river like Brahmaputra can not be navigated unless the deeper channels are marked out from shallow draying up channels. So far channels are marked using bamboo and bamboo products. Proper marking could not be done as required for smooth plying of commercial vessels due to various reasons including constrain of fund. Navigable parts of the river have to be properly marked to allow faster movement of Inland water Transport vessels. At the same time pilotage on different stretches of the river has to be provided for faster and safer playing of the vessels. More line Pilot, marking pilot, and arkathi have to be provided. In case better marking and pilotage can be provided, more goods traffic can be attracted.

**1. 6. 6. Night Navigational Aid and Facilities :—**Till Indo-Pak War of 1985, vessels used to ply in Brahmaputra day and night. To make Inland Water Transport system more profitable, resuming of night plying of vessels in Brahmaputra is necessary. This can not be achieved without marking the river channel with navigational aids, lights, beaco bilinkers lighted buya and small light houses. Few small crafts will also be required for shifting and maintaining lights and equipments. A small beginning has been made during the Sixth Five year plan as much remains to be done in this respect. A modernisation programme needs to be carried out and completed during the decade 1990-2000.



1.6.7. The improvement of terminal and infrastructural facilities at Tezpur, Neamati, Dibrugarh, Dhubri, Karimganj are needed immediately. Mechanical cargo handling facilities at Karimganj, Dibrugarh and other places have to be provided. The Inland Water Transport system cannot survive without certain terminal facilities, such as :—

- (i) approach road,
- (ii) banking facilities,
- (iii) repairing facilities,
- (iv) warehousing facilities,
- (v) floating jetty.

1.6.8. **Approach road**—The river ghats have to be approachable by trucks and other vehicles for the smooth working of Inland Water Transport system. Cargo and passenger embarking disembarking from Indian Water Transport crafts must have easy transit facilities. Those ghats which are in the main towns like Guwahati, Tezpur and Dibrugarh have good approach roads but important ghats like Jogighopa, Neamati, Kamalabari, Dhansiri Badati, Subansirimukh, Sonari, Jonai, Saikhowa, Oryam, ghat etc., have difficulties in smooth movements of cargoes and passengers due to bad approach road to the river ghats. Other points and places which are to be identified for connecting by Inland Water Transport system during the decade 1990-2000 A. D. have to be provided with approach roads.

1.6.9. **Banking facilities**:—Till the Indo pak war of 1965, steamers used to have banking facilities at Pundu Guwahati, Neamati, etc. There used to be coal dumps and fuel store. Considering that now a days coal steamers are very few, H. S. D. banking facilities have to be provided in important river ghats of Assam. Delay in transit will be considerably reduced in case banking facilities can be carried out. At present HSD supplied by barrels to the craft. The HSD barrels are carried by trucks from Oil depot to the river ghats. This process is time-consuming and not economical. Fuel tank barges are to be constructed in the river itself in some important ghats such as Guwahati, Dibrugarh, Silchar, Dhubri, etc. with pumping arrangements to crafts when berthed in the river ghat.



1. 6. 10 **Repairing facilities**:—Another terminal facility essential for development for IWT system is provision for major repair of crafts. Except the floating work-shop facilities at Calcutta, there is no other repairing facilities for river craft in the whole river routes in North Eastern India. In the pasts, the then steamer Company (R. S. N. Company) used to provide floating workshop for running repairs of steamers at Guwahati. All these weathered away with the closer of Indo-Pak route. During the Sixth Plan period, a centrally located floating workshop at Guwahati for running repairs of more than 100 different kinds of river vessels have been established. The Inland Water Transport Department has proposed to provide floating workshop facilities at Dibrugarh and Silchar during the Seventh Five Year Plan. Repairing facilities have to be strengthened within the decade 1990-2000 A. D. Repairing facilities have to be created at Dhubri and Tezpur.

1. 6. 11. **Warehouses** :—Cargoes from hinterland have to be collected at river ghats for loading in the river crafts. Capacity of the smallest inland water way river craft is atleast 200 M. T. compared to 10 M. T. for a truck. Hence, cargoes have to be stored in protected places from weather at the river ghats till such time as vessels are loaded with cargoes. A lot of Inland Water Transport goods traffic are diverted to road-ways due to poor warehousing facilities at the river ghats. Hence number of warehouse have to be built at the river ghats where cargo like tea, jute, fertilizer and other perishable commodities are available for transportation by river. The ghats where warehouses have to be constructed will depend on likely volume of in-going and out-going cargoes and goods to be transported through these places. At Tezpur and Neamat, open space of about one hectre with gangway, pontoon facilities for operating cargo carrying flotillas are necessary. At Dibrugarh about one hectre of open land with firm river bank, covered warehouses of about 10,000 M.T loading facilities for POL products are necessary. Karimganj and Badarpur have to be provided with concrete jetty heads, one 10 tonne capacity crane for loading and unloading and additional covered storage space. Mechanical cargo handling facilities have to be created on the basis of long term requirement.



1.6.12 Floating jetty :—Brahmaputra and other navigable rivers are alluvial rivers. Hence permanent jetty structure in one particular river front can not be built on many river courses. Only alternative is to provide floating jetties which can be shifted to required place as and when necessary due to shifting of sand and silt of the river. These jetties provide efficient berthing of the vessels and facilities embarking and disembarking of cargoes and passengers. Also amenities to travelling passengers and owners of cargoes are to be provided in these floating jetties. About 8 nos. of such floating ferrocement and steel jetties have been provided in some lower Assam ghats. Other ghats have to be provided with such jetties in a phased manner.

1.6.13 Training facilities :—Management and operation of Inland water Transport crafts require specialised training. Persons fresh from merchant navy or any other branches can not be directly inducted into technical and navigational branches of the Inland Water Transport service. The crew to operate inland water transport crafts are required to be trained initially in the crew training centre set up in Guwahati in 1965. Till 1965, about 95 percent of crew were from Bangladesh. After 1965, Indian citizens had been trained in large numbers in the Guwahati Institute to operate inland water transport crafts. With the modernisation and expansion of Inland water Transport department, modernisation and expansion of Inland water Transport crew Training centre is required. On promotion of the crew to the posts of Serang/Master and Engine Driver, further training is required for them. It is also necessary to train Inland water Transport Engineers, officers Hydrographic Surveyors in best training establishments available in India. Actual requirement of various categories of technical personnel upto the end of 2000 A.D. have to be assessed and training in respect of these personnel have to be arranged well ahead of time so that the required person are in position at the time when they are needed.

1.6.14. Acquisition of Vessels :—Capacity of the cargo vessels have to be increased/cut down as per the volume of the roads and cargoes to be handled upto the end of 2000 A.D. Acquisition of the ferry vessels has to keep



pace with the growth of passenger traffic by Inland Water Transport system. For development of Inland Water Transport system, old and out dated vessels have to be replaced by modern tugs and barges and passenger vessels.

Though the Department took up a numerous development schemes during the period, the Inland Water Transport Organisation sustained loss as under as reported in audit :—

1980-81 .. ..	Rs. 68.95 lakhs
1981-82 .. ..	Rs. 73.88 lakhs
1982-83 .. ..	Rs. 70.40 lakhs
1983-84 .. ..	Rs. 83.56 lakhs
1984-85 .. ..	Rs. 82.83 lakhs
1985-86 .. ..	Rs. 80.90 lakhs

### OBSERVATION

1.8 The Committee appreciate the sincere efforts of the Transport Department to bring their water Transport wing to the lime-light of development to cater the economic need of the region. However, in view of the continuing loss sustained in last few years, the committee feels that the Department would cause a study to analyse their bottleneck for which they sustained loss and to find out remedial measure, so as to run the organisation at "no profit no loss basis"/ with utmost economy.

1.9 The committee would like to know the overall assessment and the achievement made in 7th Five years plan in relation to the projection made of the functioning of the I.W.T.D. and report may be submitted to the committee within a period of 3 months.



## A—WORKING RESULT OF FERRIES

( Audit Para 7.1.3 C.A. G. 1985-86 )

2.1 The audit has brought that in March 1985, the Directorate was maintaining 39 ferry services over the rivers Brahmaputra and Barak and their tributaries with a fleet of 85 vessels, including the vessels maintained in the Dibrugarh unit office. Of these, 70 vessels were in operation for ferry services and the remaining 15 vessels were for relief purposes. Revenue realised from the working of ferry services during six years ending 1985-86 and the expenditure incurred on their maintenance are as under :—

Year	Number of services operated	Revenue earned	Expenditure incurred	Net result
1980-81	18	39.92	108.87	(—) 68.95
1981-82	17	43.08	116.96	(—) 73.88
1982-83	17	36.44	106.84	(—) 70.40
1983-84	18	34.42	117.98	(—) 83.56
1984-85	19	42.92	125.75	(—) 82.83
1985-86	38	51.35	132.28	(—) 80.93

2.2. The Department in their written memorandum have stated that the ferry Services are public utility Services, and Department serve the people for service sake. However, they are trying utmost to get the optimum result,

2.3. The Committee could not satisfy with the reply adduced by the Department and made a lot of queries. For proper appraisal, the relevant portion of the proceedings is quoted :

Shri Sheikh Abdul Hamid :—I would like to draw the attention to the fact the department has been making losses from 1981 to 1986, the net result has been shown as 'Minus' for all those years. May I ask the Commissioner, Transport, why such losses have occurred every year ?



Shri R. N. Bora, Commnr., Transport :—The Inland Water Transport department is not a commercial organisation. It is run in the interest of public service. We could not fix the fares on no-profit/no loss basis. For example, from Guwahati to North Guwahati, if we fix the fare on profit and no loss basis, it would come to Rs. 2/- approximately per passenger. But the fare for this service has been fixed at 45 paise only per passenger. We could not go beyond that in the interest of public service. That is why every year there had been loss on ferry service.

Shri Gunin Hazarika :—In 1984-85, 19 services operated but in 1985-86, 38 services were in operation the number has doubled but the earning has not gone up. What is the reason?

Director, Inland Water Transport :—Till 1984-85 there were only 19 services introduced on the river Brahmaputra and in the year 1985-86 19 services are introduced on river Barak and Katakhal. The rates fixed by the P. W. D. long back have not yet been revised. We are taking action to see how much we can raise the tolls and forward our proposal to the government so far as these 19 services are concerned.

Shri Gunin Hazarika :—Did you make any assessment before?

Director, I. W. T. :—No. It was the policy of our Government that the ferries which were run by the P. W. D. till 1985 should be taken over by the Inland Water Transport department. Similarly, the Inland Water Transport department had to take over 19 ferries in the Brahmaputra valley as per decision of the government which were operated by the P. W. D. till 1968. I consider that the toll charges are quite low.

Shri Gunin Hazarika :—Are the tolls fixed by you?

Director, I. W. T. :—Tolls were originally fixed by the P. W. D. 10/15 years ago. Department proposes but the fixation is done by the Government.



Shri Dilip Kumar Saikia :—Can you tell me why the private ferries can attract more passengers than the Government ferries? I have also seen many times that the Government ferries do not issue ticket, they only collect the fare.

Director, Inland Water Transport :—Such allegations are also brought. Mostly from Dibrugarh, Sadiya section we get these complaints. Private ferries are non existent along the lower portion of the river Brahmaputra. We have also got complaints that the private ferries charge almost double the rates though we have not got any documentary evidence. I think it is true because private ferries can operate at any time. They are of smaller size and can only ply in a very shallow water and right to the market area of Dibrugarh. In our case the vessels are bigger, the establishment is bigger and have to give the terminal facilities of a major ghat where the water is very deep. This being the case the passengers prefer to travel in a private ferry because these do carry them right upto the bazar ghat cutting down a lot of distance which they would have to walk down or travel in a ricksaw if they took a Government ferry. There should be a little more control from the Government, Lot of them are not registered now. I have taken up this matter with the Deputy Commissioners. We, in the Inland Water Transport Department, do not have legal powers to arrest anyone. So, we have requested the Deputy Commissioner to take up the matter and he has issued instructions that those ferries which are not registered should be registered according to the Act. Once we do have a control over them we will be able to control their movement and make the boats more safe.

Shri S. Condpan :—Mr. Chairman, there is no end of of explanations from the department. The question is whether the passenger traffic now being borne by private service can be diverted to Government ferries with suitable improvement in accommodation and safety measures so that instead of paying Rs. 3.00 they do not hesitate to pay Rs. 5.00 and their journey becomes more safe whether this kind of things are being examined or not? Our concern is, we want to see this department financially improved. Now, Mr. Chairman, with your permission, I would like to draw the attention of the Secretary to the Audit Report, it is all minus, which means loss. From this what should we understand? They say these are run in public interest.



Should we understand that as these are run in public interest so these things are happening? This situation was there upto 1985-86. Today is 1988. Have they made any effort to improve the situation?

Commissioner and Secretary, Transport :—The main thing is that in case of Inland Water Transport services the over head charges are very much.

Mr. Chairman :—Mr. Bora, what is the difference between the charges made by your S. T. C. and the charges made by I. W. T. for ferry services?

Commissioner and Secretary, transport :—It is almost the same.

Mr. Chairman :—You have to run this business at a loss every year. All members may or may not agree, but the fact remains that Government cannot compete with private entrepreneurs in the matter of commercial services and this conclusion is inevitable from our socialistic experiences every the last 40 years or so, but Government must necessarily run the services the public utility services even at a loss. So far as to-day's discussion is concerned, we would like to know whether there is any waste in the operation. Cost. You made a proposal to the Government about change in the fare structure. That was a proposal you gave in 1986, and it was revised with effect from 7th July, 1987. There you must have worked out what is the cost per passenger per K. M. or cost per unit of goods per K. M. Have you worked it out?

Director, Inland Water Transport :—Let me explain here sir. Ferry is actually like a bridge over a water-way or river for conveyance of the travelling public to cross it and it involves development and maintenance of approach roads on both sides of the ferry. Whatever it is, the P. W. D. also maintain approach roads over its bridges as well, but in their case, the whole fund for maintenance is made available for a whole road section which includes approach roads to their bridges in that particular section. So they can adjust their cost of maintenance on the whole section, though one part of the section may cost more while another part may cost less, like that. But in case of our ferries, we are required to develop and maintain throughout the whole year the approaches to the ferries also, and the P. W. D.



will not maintain the approaches to our ferries. Some of the approach roads to the actual ferry ghats extend even 10 K. M., in one season, for instance, the Sadiya Ghat ferry in Dibrugarh District. From the P.W.D. road upto the Ghat we have to maintain the whole length of approach roads on both sides for convenience of the travelling public, and it involves a lot of expenditure. Now if the Inland Water Transport is to run the services in a profit or with some commercial viability, this liability should not come upon this Department because this Department is maintaining something which is supposed to be maintained by the Roads Division of Public Works Department which is almost 50 per cent of the cost of ferry operation. Now if we include this maintenance cost then the fare structure must be fixed quite high which may not be liked by the travelling public. If we exclude them or if the maintenance cost of the approaches is given by the Government as a subsidy to us, submission is that we will be able to bring down the loss to a great extent.

Shri S. Condpan :—Now with this improvement whether it will improve the present structure of the Inland Water Transport. That is what we are concerned with.

Director I.W.T. :—Sir, I have already analysed the whole thing. Until and unless the cost of maintenance of approaches which are sometimes of great length, for instance the Sadiya-Saikhowaghat National Highway ferry ghat; the Public Works Department maintaining the road portion upto the Dholā point, is borne by the P.W.D. or is subsidised by the Government to us, earning profit will remain a far cry, as it seems.

Shri S. Condpan :—If the maintenance of these approaches are taken over by the P.W.D., then you say that the present picture of the Inland Water Transport will improve?

Director I. W.T. :—Yes, the position will improve sir.

Mr. Chairman :—Now, have you worked out while preposing for change in the fare structure, what would be the total cost per unit in running or operating ferry, like Dibrugarh-Sonari Burisuti ferry, it has to ply economically, including the liability of maintaining the approaches as you have mentioned?

Have You examined it specifically?

Director :—No, Sir.

Mr. Chairman :—The Commissioner and Secretary, Transport is to examine it. If you do not work out all these you can never be able to show any improvement. We are to understand the whole picture. Can you make it economically viable like a private entrepreneur in the business? You can never compete with a private unit because he is not required to maintain the approach road. It appears the cost of your Departmental operation goes higher because of the maintenance of approach road by the Inland Water Transport. I would request the Commissioner and Secretary, Transport to take up this with the Government at appropriate level so that the operational cost could be reduced. Secondly, if the operational cost is found to be higher as compared to a private unit you should examine whether this cost is reasonable and rational.

Director, I. W.T. :—We will examine.

Mr. Chairman ;—The Department is increasing its business taking up more and more ferries. Before taking such project you should ascertain who is to maintain this approach road whether Inland Water Transport or the P.W.D. In future please make your assessment under two different heads—one is ferry operational cost and the other is total operational cost including the maintenance of approach road. I feel water transport has to be developed in a riverine State like Assam. Therefore, unless the constraints are removed your department will be limping. On this I would request the Commissioner and Secretary to pay his personal attention.

Shri S. Condpan :—Regarding this approach road have you ever taken up with the Government that the Inland Water Transport Department should be freed from the maintenance of the approach road so that the ferry operational cost come down and you do not suffer substantial loss.

Director, Inland Water Transport :—I have not taken up as yet because we thought even if the approach road is allowed to be maintained by P.W.D. the amount will be spent from the same State Exchequer.



**Shri S. Condpan :—**We are concerned with your Department. If the responsibility of maintaining the approach road is taken away whether you will be able to give a better financial picture of the organisation.

**Mr. Chairman :—**Point is that you are to run the ferry as a commercial venture. You should point out your constraints. You should work out your operational cost pragmatically and place the same to the Government. I would request the Commissioner and Secretary to make an objective assessment showing category-wise expenditure required to be made for two heads—(i) the approach road and the (ii) ferry operational cost.

2.4. The Department have subsequently furnished the approximate operational cost of six ferry services for six years which are as follows :—

#### APPROXIMATE OPERATIONAL COST OF SIX FERRY SERVICES FOR SIX YEARS

Name of Ferry Services.	Year of expenditure	Operational Cost	
		without approach	with approach
(1)	(2)	(3)	(4)
		Rs.	Rs.
Sadia	1980—81	10.23	20.95
Saikhowa	1981—82	10.46	21.42
	1982—83	10.83	21.88
	1983—84	10.89	21.86
	1984—85	14.65	27.26
	1985—86	12.94	25.41
Dibru-Sonari	1980—81	14.65	25.13
Buxisuti	1981—82	14.69	24.94
	1982—83	14.68	24.88
	1983—84	14.56	24.76

(1)	(2)	(3)	(4)
	1984—85	16.79	27.19
	1985—86	14.63	25.03
Nimati	1980—81	11.48	21.10
Kamalabari	1981—82	11.54	21.17
	1982—83	11.60	21.32
	1983—84	11.63	21.53
	1984—85	13.79	23.69
	1985—86	12.07	22.02
Jogighopa Pancharatna	1980—81	12.02	15.44
	1981—82	12.06	15.52
	1982—83	12.12	15.58
	1983—84	12.16	15.74
	1984—85	14.79	18.14
	1985—86	12.64	16.27
Rani	1984—85	2.23	4.04
	1985—86	2.28	4.07
Jatinga	1984—85	2.18	3.61
	1985—86	3.02	4.80

2.5 The Committee also undertook spot study during December, 1988 in respect of (i) Rani ferry Service. (ii) Jatinga Ferry Service both in cachar) and (iii) Jogighopa Pancharatna Ferry Service in the Goalpara District. At Cachar the visiting Committee has seen that tolls rates and timing of the Services are not hanged for views of the passenger, at either side of the two ghats for which some waiting passengers have also complained of their inconveniences. The Committee enquired of the economic aspect of the Rani Ferry Ghat from the point of financial problem involved as well as the efficiency on it. The departmental officials stated :



"The tolls were fixed by the P. W. D. long long back. We have made a plan to increase it by 100%. At the same time, we are trying to develop it with sail boats with proper sitting capacity and latrine etc. We have already placed orders for four wooden marboats. When the ferries were maintained by the P. W. D. they were not good. I have studied the problem and after taking some care I have seen that the position has improved. We have given new engines. For Barak river we should have light engines. So it is specially designed. I hope, the small engines will be arrived soon. We have already placed orders for 24 engines. We make special type of vessels by which bulk of the commodities can be transported. And we also see what will be the cost benefited and what type of vessels should be made for particular rivers." On a further query the Department has stated that as many as 11 marboats are in operation in the river Barak.

2.6. The Committee also undertook spot study to the Jogighopa Pancharatna Ferry Services on 24th Febroary 1989. There the Committee observed that the approach road was not properly maintained. Gradient from the P. W. D. road to the Ghat was found to be stiff. Vehicle roads were not evenly gravelled. In the rainy season there is every likelihood of vehicles specially trucks with heavy load would get stuck up. Public reported that after traffic jams occurs when taucks with heavy loads are unable to overcome the stiff gradient at the time of passing the approach road. Entrance to the Pancharatha Ghat was also found to be narrow as there were shops crowding on both sides. In course of discssion the Committee desired to have a report in respect of maintenece cost made in between 1980-81 to 1987-88 for approach roads at both Jogighopa and Pancharatna Ghat with the quantity of graval (CM) used year wise The said report has not yet been received.

2.7. The Committee, wanted to know in detail the functioning of the Jogighopa, Panchartna Ferry Service. The Director intimated, "It was run by P. W. D. till the year 1967-68 and then in 1968-69 this ferry along with other ferries was handed over to the Inland Water Transport by a policy matter taken by the Government of Assam. Right from the beginning the ferry was a losing one. We tendered it out and highest bidder got the settlement. Sometimes, due to lack of document it was given to second highest sidder. This ferry is one of the biggest

ferry, particularly for vehicular traffic. We will be providing more inter-island connection. Then we will connect char areas. After the completion of bridge at Pancharatna the status quo will change. We have got different plans for that. Not before 1995 this bridge will be completed. Already the construction Company i.e. Gamon India Ltd. who is constructing the bridge has hired construction materials from us. For the last five years i.e. from 1984-85 to 1988-89 the bid money was 1. 1984-85 Rs. 5,00,181.00, (2) 1985-86 Rs. 6,12,099.99, 1986-87—Rs. 10,45,176.00, 1987-88—Rs. 5,72,500.00+2,60,000.00 (1st July 1987 to 31st March 1988) and in 1988-89 Rs. 8,40,000.00

In 1968-69 the bid money was less than one lakh. once we took over, the competition has gone up. It was almost monopolised by one bidder. Over and above this bid money to be paid to the Government, the lessee has to bear all the cost of Petrol/Oil Lubricant. The department does not incur any expenditure for running this ferry. All the floating staff are to be paid by the lessee. Only the Department is responsible for maintenance of vessels and approach road. Though it is small still we are to maintain with a heavy expenditure. We have also to maintain ground staff. This is the responsibility of the Government side and the lessee has to pay for petrol/Oil Lubricant salary of the operational staff and he has the right to collect the tolls at the rate given by the Government. In this ferry there is no instance of collection of tolls more than rate fixed by Government.

### OBSERVATION/RECOMMENDATION

2.8. The Committee feels that the Government ferries are not run efficiently for which private ferries plying unauthorisely attract more passenger. Sometimes sincerity of the operating staff is also not free from doubt of the passengers. The Committee also wonder as to how the private ferries can parallel business when such operation is barred by law. The Committee would be happy to know if the illegal plying of boats by private person has been arrested by now and whether any steps have been taken to divert the passenger traffic now being born by private Services to Government ferries with suitable improvement in accomodation and safety.



2.9. The Committee also feels that in view of the recurring losses, the Inland Water Transport organisation ought to make their ferry services economically viable like a private interpreneur in the business. With an end in view the Department may increase its business taking up more and more ferry services. Before taking such projects the Department should make their own assessment pragmatically under two different heads, one is ferry operational cost and the other including the maintenance of approach road so that Water Transport has been properly developed in a riverine state like Assam.

2.10. The services operated in the river Barak and Katakhal need more attention for the sake of services to the Valley. The Committee feels that commercial Services rendered by the Central Water Transport Organisation can be taken over by the Department in full or in part. The Department may take the projection of 1978 when carrying of materials like cement, iron rods etc by river route from Calcutta to the Valley was possible at much cheaper carrying charge.

2.11. The Committee also feels that the Department would let the Committee know the maintenance cost made in between 1980-81 to 1987-88 for approach road at both Jogighopa and Pancharatna Ghat with a feasibility report on putting up permanent docking arrangements which can do away with the requirement of having shifting approach roads from time to time. Information required may be supplied to the Committee within three months of the presentation of the Report to the House.

2.12. The Committee further feels that the Department is maintaining a large batch of Muster roll workers in addition to the 'regular establishment' staff for operation of ferries. The Department may work out what should be the rational or optimum number of workman per vessel required to run it without impairing efficiency. The inflated staff retained in the regular establishment or Muster Roll establishment may be deployed gainfully elsewhere.



## B—INSUFFICIENT PUBLICITY

(Audit para 7.1.4./CAG-R/R-85-86)

3.1. The audit has pointed out that according to the Control and Management of Ferries Rules, 1968, at least a fortnight notice is to be given for receiving tenders in respect of settlement of ferries and the notices are to be widely circulated. The rules further require that the tender receiving authority shall submit papers, with its recommendations to the Government on or before 20th January of each year, without fail, for acceptance so as to enable the department to give effect to the lease period from 1st April following. A review of ferries settled in a few cases during the period from 1978-79 to 1985-86 revealed that there were not only delays in the processing and publishing of tender notices, the intending tenderers were allowed only 8 to 13 days' time to submit their offers. As a result, the same group of few persons responded to the tender notices on each occasion, thereby leaving with the settlement authority very little choice in selecting the parties for operation of ferries while the bids received exceeded the Government valuation only marginally.

3.2. In reply to the para, the Department have stated that they have already taken action through their Executive Engineers who will give wide publicity and give sufficient time to the tenderers to submit their tenders for taking lease of ferries. The Executive Engineers have already been asked to prepare and submit all the tender paper in time to enable the Directorate to submit the same to Government by 20th January every year.

3.3. The P. A. C., while examining the departmental witness observed interalia that the Committee would like to examine cases of atleast few ferries; with the object to see when the tenders were called, how many persons responded when the papers were sent to Government and where finalisation of lease took place. The Committee further directed the Government witness to submit two cases of Barak Valley and 3 cases from Brahmaputra Valley. Accordingly, the Director, Inland Water Transport, Assam furnished the following files (Photo copy) to the Secretariat:

- (1) No. DWT. 50/85 (Jatinga Ferry Service)
- (2) No. DWT. 53/85 (Rani Ferry Service)
- (3) No. DWT. 17/88 (Dibru-Sonari Barisuty Ferry Service)
- (4) No. DWT. 16/88 (Sadiya-Saikhowa Ferry Service)
- (5) No. DWT. 32/88 (Jogighat Pancharatna Ferry Service)



The required information as found are as under—

Name of the Service & No. of parties.	Date of inviting tender.	Closing date of submission of tender.	Date of submission to D. I. W. T.	Date of Submission to Government.	Date of order of settlement.
(1)	(2)	(3)	(4)	(5)	(6)
Jogighopa Pancharatna. (88-89) four parties.	13th January, 1988	15th February, 1988	17th March, 1988	22nd March, 1988	29th March, 1988
Sadia-Saikhowa (88-89) two parties.	19th January, 1988	17th February, 1988	16th March, 1988	23rd March, 1988	29th March, 1988
Dibru-sonari-Burisuti (88-89) three parties.	19th January, 1988	17th February, 1988	16th March, 1988	22nd March, 1988	29th March, 1988
Rani Ferry (85-86) three parties.	25th January, 1985	25th February, 1985	19th March, 1985	26th March, 1985	30th April, 1985 (from 1st May, 1985)
Jatinga Ferry (85-86) three parties.	25th January, 1985	25th February, 1985	19th March, 1985	26th March, 1985	30th April, 1985 (from 1st May, 1985)

3.4. The records made available by the Department do not indicate any steps taken to give wide publicity through press. The records of settlement of the Jogighopa Pancharatna Ferry Service for 88-89 show that the second highest bidder got settlement at the highest bid value. The records made available to P. A. C. do not show why the highest tenderer was rejected by Government despite recommendation made of the concerned Executive Engineer and the Director, Inland Water Transport, Assam. The Rani Ferry Service and Jatinga Ferry Service were due for settlement for 1 year with effect from 1st April, 1985. These Ferry services were settled with effect from 1st May, 1985 by Government i. e. by delaying one month.



The information as to whether the services were operated departmentally and if so how much revenue were earned etc.

### **OBSERVATIONS/RECOMMENDATIONS**

3.5. The P.A.C. observes that some of the Ferry services are run departmentally for years together sustaining loss every year. The reasons for not letting out of such Ferry services to individual by auction or tender system should be reviewed and the out come may be intimated to the committee.

3.6. The Committee feels that there is nexus between some delinquent officials and a section of leasee to corner leases detrimental to the interest of the State.

3.7. It is recommended that in all future cases of floating tenders wide publicity must be given through local medias specially and through D.I.P.R. when the value of the lease does not exceed Rs. 50,000. If necessary amendments or addition may be made in the existing rule applied for calling of the tenders.



## C—LOSS OF REVENUE IN DEPARTMENTAL OPERATION OF FERRIES

( Audit Para 7.1.5 CAG R/R 85-86 )

4.1 According to Control and Management of Ferries Rules, 1968, all ferries, which are let out by public auction or by calling tenders, shall be managed by the lessee subject to these rules and the conditions stipulated in the lease granted for each ferry. Ferries which could not be settled either by public auction or by calling tender shall be managed departmentally. As per terms of the lease, the lessee is liable to re-imburse the cost of staff of the vessel lent by the Department. Here, the audit has brought out the following cases when Government sustained loss of revenue.

(a) In response to tender notice (January 1978) invited by Government for settlement of the Dibru-Sonary-Burisuti ferry for the year 1978-79, three offers of Rs. 5,85,000, Rs. 5,25,777 and Rs. 4,91,551 were received. Since the highest offer was received from the commercial wing of the Inland Water Transport Department of the State Government itself, the second highest offer was recommended (March 1978) by the Director for acceptance by the Government. The proposal was not accepted and Government decided (March 1978) that ferry services should be operated departmentally. Net revenue collections from departmental operations amounted to Rs. 4,68,358 as against the second highest offer of Rs. 5,25,777 received from the private party which was not accepted. Thus, there was a loss of revenue amounting to Rs. 57,419. In response to tender notice (February 1980) for operating the same ferry service during the year 1980-81, the highest offer of Rs. 5,55,555 was received from a private party and was recommended by the Director for acceptance but Government again decided that the ferry service should be operated departmentally. Net revenue collections from departmental operations during this year amounted to Rs. 2,49,047 as against the offer of Rs. 5,55,555 received but not accepted. Thus, departmental operation of the ferry service again resulted in loss of revenue amounting to Rs. 3,06,508.

(b) In respect of Saikhowa-paglum ferry service for the working period from october 1984 to March 1985, two offers of Rs. 1,61,101 and Rs. 1,36,000 were received. As the highest offers was found to be invalid on account of



non-submission of certificate of financial soundness, the other tenders was given the settlement provisionally, subject to its approval by Government. But the Government offered the settlement to the highest tenderer on the condition that full bid-money was paid in one instalment. On refusal by the highest tenderer, the other tenderer was approached and offered settlement on payment of Rs. 1,61,104 (the highest offer received from the other tenderer) but he did not accept the offer. Ultimately, the ferry service had to be operated departmentally. The net revenue collected from departmental operation amounted to Rs. 34,239 as against the second offer of Rs. 1,36,000 which was recommended for acceptance but was not accepted by Government. The departmental operation thus resulted in loss of revenue amounting to Rs. 1,01,762.

4.2. The Department have stated that the departmental operation of ferries by the Inland Water Transport Department is the normal activities of the Department. Government may not accept tender of the tenderer, if there is doubt regarding their Financial soundness and Technical ability and also on ground of public interest. So departmental operation of ferries in respect of (1) Dibru-Burisuti-Sonari ferry for the year 1978-79 and 1980-81 and (2) Saikhowa-paglum for 1984-85, were administrative necessity.

4.3. The Department could not adduce any reason for sustaining loss by departmental operation in the memorandum as against the contending private bidder who could speculate profit too over the bid-value tendered. In this connection for proper appraisal, the proceeding is quoted below :

Mr. Chairman - Can you give us the reason as to why it was decided by Government to run it departmentally ?

Shri R. N. Bora, Commisioner Transport - Earlier to that, the Tezpur-Silghat ferry was allowed to be run departmentally audit found that the income from that had gone up and the basis of that experience, the Government decided to run also these 3 ferries in question departmentally.

Mr. Chairman - This may have been an experiment but whether the Government can run it more economically?



Whether tenders were called ?

Dir. IWT : Tenders were called. According to the provisions of the rule we have to take approval of the Government. We call for tenders but Government takes the decision either to re-call for tender or to run departmentally.

Mr. Chairman :—Can we say that perhaps the Government decision was correct and you sustained the loss due to operational deficiencies?

Secretary :—It is difficult to say but the Cabinet decided that some more ferries be run departmentally on experimental basis.

Mr. Chairman :—How did the proposal come to the Cabinet ? At what level it was decided ? Did the minister take this decision without some assessment of his department ?

Secretary :—The earlier case was decided by the Cabinet. The file is not available. The Subsequent decision regarding Dibrugarh-Kachari was taken by the minister.

Shri Gunin Hazarika :—On what basis the Transport Minister had passed the order ? Was there any proposal from the department ?

Secretary :—The earlier Cabinet decided that some more ferries should be run departmentally.

Mr. Chairman :—Mr. Hazarika, sometimes you have to run the administration on a decision taken politically say going for a nationalisation not caring how much loss there will be because a policy decision made at ideological level and what transpires afterwards that is one thing but it should be recorded that it was a decision taken by the Cabinet to run some ferries departmentally. Now, whether there was a view from the department that if it was run departmentally loss would have to be sustained and in spite of that caution by the department it was decided to run the ferries departmentally whether you did your part of the duty ? Have you worked out what should be the rational or optimum number of workmen per vessel required to run the service without impairing efficiency ? We are aware in Government establishments in context of vast unemployment problem, Government even created some posts artificially.



**DIRECTOR IWT** :— Actually speaking, during earlier days, when there was not so of mechanisation, 10—12 people were employed to handle the service per vessel, but with the technological advance made at present, less number will be necessary and still it will be economically viable.

**MR CHAIRMAN** :— In the present stage of mechanisation, what will be the optimum no of workers needed for a vessel.

**DIRECTOR IWT** :— Sir, in Europe or in America, for a tug of 1000 H.P. capacity, they employ six people nowadays. When it is fully mechanised or technologically highly developed, a tug of 600 M.T. will need to be handled by only 4 persons.

**MR CHAIRMAN** :— Even if you have mechanised your vessels, you are actually running with double the capacity required.

**DIRECTOR IWT** :— Sir, in the largest Inland Water Transport system of the country where I had been working once, the workers Unions are strong and they would not allow any reduction in the strength of workers already employed although vessels were greatly mechanised. Union problem is there. I was in the Government of India service for sometime and there I was actually monitoring their progress. Their loss ran in crores every year.

**SHRI G. HAZARIKA** :— Is there any Inland water Transport system in the country which is running at a profit?

**DIRECTOR IWT** :— Only one is earning some profit, and that is the Goa I.W.T. They are engaged in transporting iron ore. They are running at a little profit, but they are a private concern.

**SHRI G. HAZARIKA** :— Could you think of handing over the entire I.W.T. system of the State to a private company?

**Director IWT** :— Actually that should be the policy of the Government. In Russia or in Japan, Inland water transport services are operated by private companies.



**Shri G. Hazarika:** In these countries, is any central exercised by the Government over the operation of I. W. transport by the private companies?

**Director IWT:** In Europe they have got this International Rhine river Authority which is exercising Governmental authority over the whole water transport system. The Rhine River Water Transport are handling nearly 220 million tonnes every year. In our country it is not like that. Government of India declared the Ganga-Hoogly water way as National Water High-way in which case, Government of India bears the full maintenance cost. If Brahmaputra river system is also declared as a National Water High-way, then the entire funding will vest in the Government of India for the purpose of developing and maintenance of shipping navigation, regulation etc. In that case, the State P. W. D. will not like agent of the Government of India to carry out the maintenance and development work entirely with the fund made available by the Government of India.

### OBSERVATION/RECOMMENDATIONS

4.4. In the case of Dibru-Sonari-Buri suti ferry for the year 1978-79 as seen from the audit para, highest bid was offered by the commercial wing of the Department itself and the second offer of Rs. 5,25,777/- only was rejected. The departmental operation fetched Rs. 4,68,358/- only which resulted in loss. The same ferry service received an offer of Rs. 5,55,555/- from a private party during the year 1980-81. This time also Government decided to run the ferry service departmentally and thus suffered loss of revenue of Rs. 3,06,508/

4.5. When the Government suffered loss by departmental operation of ferries on 1st occasion, the settlement of ferries on the sub-sequent occasion should have been given to the private party offering a good bid on tender basis. Why did the Government wait for the result of second experience of departmental operation and in the process suffer substantial loss is not clear.

4.6. In respect of Saikhowa-Paglum ferry Service for the working period from October 1984 to March, 1985, the Second highest bid was valid and as such the



settlement should have been offered to him. But, instead, the settlement was offered to the highest bidder and on refusal the second highest tenderer was approached to accept the offer at the highest bid. He also refused to operate. Ultimately, the ferry service was operated departmentally at a loss. It is not made clear why the 2nd highest bid was not accepted.

4.7. The Committee could not understand how the Department had to enter into a competition with the public.

4.8. The P.A.C. therefore, strongly recommends that when a Ferry is run departmentally in preference to private bidders, for loss sustained in such operation, concerned official should be made accountable and responsible to the Government.



## NON-REVISION OF FARES/FREIGHTS

( Adit Para 7. 1. 6 CAG. R/R 85-86 )

5.1. The Adit has pointed out that immediately after taking over the ferry services from Public Works Department in 1968, the tolls were fixed on 'no profit no loss' basis by the Transport Department effective from 1st April 1968. The rates so fixed in respect of different routes were considered inadequate due to increase in the cost of operation, maintenance of staff over the years etc. and the

Director of Inland water Transport submitted in June, 1972 a proposal to Government for revision of tolls. But it was only in April, 1976 that the Government which had worked out the average operating cost at 16 paise per passenger per kilometre, effective from 1st June, 1976; the freight charges for goods, vehicles and animals were not revised. There was no system of periodically co-relating the operating cost per tonne kilometre or passenger kilometre with the freights and fares with a view to determining whether any revision was called for. In February, 1984, the Director of Inland Water Transport again proposed to Government for enhancement of toll rates in view of the average increase of 45 percent in the cost of fuel (petrol, oil and lubricants) alone during the period from 1976-77 to 1983-84. Government decision on the proposal is awaited (March, 1987).

5.2. The Department vide their written replies have admitted that the Department of Inland water Transport cannot run economically until there is upto date revision of fares and freight charges considering the rise in the cost of operation, maintenance of vessels and staff. The department of Inland Water Transport submitted proposal to Government during the 1986 for approval of revised rates of fares and freight. The Government approved the revised rates on 27th July, 1987 with effect from 1st April, 1988. Considering the fact that the ferry services are of the nature of public utility service which have to be availed of even by the poorest persons, it has been the endeavour of the Government to keep the rates at a low level for the benefit of the people.

5.3. In course of oral deposition, the departmental witness was asked to analyse the costing of operation. The witness furnished the same and annexed herewith. (Annexure-1).



As per analysis, the unit cost in respect of the following ghats stand as follow :

Name of the ghat	Unit cost per kilometre	
	without approach	with approach
1. N mati-Kamalabari	0.13	0.24
2. Jogighopa-Pancharatna	0.10	0.13
3. Sadiya-Saikhowa	0.10	0.19

The revised fare structure effective from 1st April, 1988 is shown at Annexure-II.

#### Observation/Recommendation

5.4. Now that the revised fare structure has become operative from 1st April, 1988, the Committee would like to have a report from the department about the improvement made in the running of the Ferry in relation to the cost and profit involving all major Ferries whether ran through lease or departmentally. A report should be furnished within 3 months of the presentation of this report before this House.



## E—NON LEVY OF PENALTY FOR ILLEGAL PLYING OF VESSELS.

(Audit para 7.1.7. R/R-85-86)

6.1. The audit has brought-out that according to the Northern India Ferries Act, 1978, as applicable to the State of Assam, no person shall establish, maintain or work a ferry to or from any point within a distance of two miles from the limits of a public ferry, unless permitted by competent authority. Whoever contravenes this provision of the Act, shall be punishable with a fine which may extend to Rs.500 and with a further fine which may extend to Rs.100 per day during which such breach continues. On six ferry routes under the Guwahati Inland water Transport Division 189 country boats owned by private individuals plied in contravention of the aforementioned provision of the Act. This came to notice (January 1978) of the department when the private individuals sought for regularisation of ferry services being operated by them, as there is no regular system in vogue to detect such illegal operation of ferry services. But no penalty was levied on the private individuals for illegal operation of ferry services. The maximum penalty leviable at the rate of Rs.500 on each vessel amounted to Rs.94,500, apart from the penalty that could be levied at the rate of Rs.100 per day during the period of breach.

6.2. The department have stated that as per ferry rules, the penalty could be levied on the private individuals for illegal operation of ferry services but the department of Inland Water Transport has not been entrusted to execute the legal powers.

Therefore, the Directorate of Inland Water Transport requests the respective Deputy Commissioners to take legal action against the private individuals illegal operation of boats as and when such illegal operation comes to the notice of the department.

6.3. In course of oral evidence, with regard to these 189 country boats operating illegally and without registration, the Committee enquired why no penalty was imposed and also why no registration was given. The departmental witness deposed that they have no legal power for imposing penalty because operation of the country boats do not come under the purview of the I.V. Act. Narrating the practical

difficulties the witness further deposed that they prepared draft legislation for enactment by the state Assembly, some 10 years back. But in that regard, there were some problems which were likely to be faced, because once the country boats are registered, they were to be built properly, manned and maintained properly and there was the question of realisation of survey & legislation charge, and the country boats, if and when registered, would have to come under the purview of the Act. But the majority of our country boats owners are found to be very poor, and again the country boats owners, almost 50% of them also lent out their boats to others, who are poorer.

6.4. The Committee further enquired about the machinery required for detecting the illegal plying of country boats as well as detecting illegal plying across the border. The Department's reply was in the negative.

### **OBSERVATION/RECOMMENDATION**

6.5. In face of the oral deposition, it is apparant that if somebody is plying a boat within the leased arrea of a ferry 2.k.Ms either way he is liable to pay a penalty because the Lessee's interents is hampered whether it is a country boat or a power-boat. Another aspect is that when a boat is machanised, naturally the question of safety and other things come in : so there is the requirement that it should be duly registered under the I.V.Act or Rules.

6 6. As regards illegal operation of boats the Department used to refer the matter to the Dy. Commissioner saying that the boat is illegally plying because it is not registered ; and donot possess a fitness certificate as required and these boats should not be allowed to operate. The part played by the Dy. Commissioners after having the informations. is not made clear. The Public Accounts Committee would be interested to know if the penalty leviable in these 189 cases as referred to in the Audit para has been levied. The Committee feels that the Department should follow a system in detecting illegal operation.



6.7. The Committee feels that the Inland Water Transport authority should be in a position to initiate proceedings in respect of illegal plying instead of routing them through Deputy Commissioner which was caused delay. The Transport Department may take up the matter with the Law Department and get the matter legally examined and submit a report within 3 months of the presentation of this report before the House.



## F-NON-RECOVERY OF HIRE CHARGES FOR RELIEF OPERATIONS

( Audit para 7.1.8/C.A.G. R/R 1985-86 )

7.1. The audit has brought out that under the Executive instructions issued in May 1974, hire charges, for each vessel used by Government departments for relief purposes are realisable at the rate of Rs. 48 per day. In Guwahati, departmental records indicated that hire charges amounting to Rs. 2.38 lakhs due from various Government departments in respect of vessels let out for relief purposes during the period from 1974-75 to 1985-86 were awaiting realisation despite repeated reminders issued to them. The hire charges for use of vessels for relief purposes had also not been revised since 1974-75 even though there had been considerable rise in operational costs.

7.2. The Department, vide their written reply submitted to the Committee have stated that follow up action has been taken to realise the recoverable hire charge from the department which used the Departmental vessels for relief works during 1974-75 to 1985-86. The Department has also initiated action to revise the hire charge of the departmental vessels.

7.3. The Committee is not satisfied with the written replies of the Department. The Audit para points out non-recovery of hire charges due from various Government departments in respect of vessels let out for relief operations. The Department have not stated categorically as to how much outstanding dues has since been recovered. For proper appraisal, the relevant portion of the proceedings of the Committee is quoted :

Mr. Chairman —When the Inland Water Transport vessels were requisitioned by the Government for relief works, and you cannot realise the operation cost from the requisitioning authority, it is not understandable. When such relief operation is taken, money is placed by the Government, and before the relief account is closed, your money should also be paid. Is it a fact that you did not pursue the matter for realisation ?

Director, I.W.T. —At the time of emergency like floods or other natural calamities, the district authorities requisition



our vessels along with the services of our operators, for relief operation. Even if bills are submitted to them for payment of the cost, I have noticed, they remain unattended too. We are yet to see any district authority who have requisitioned our boats, has actually paid the cost of such operation. So we feel that until and unless Government make it a police that the district authority should bear the cost incurred by the I.W.T. vessels for which bill has been submitted for relief work in a particular year, and if it is not done, vessels of the I.W.T. will not be provided for any relief work next time. But we cannot impose such conditions with the D.C. at the time of emergency.

Sheikh Abual Hmid — Please tell us whether the Department of I.W.T. has taken any step to realise the hire charges amounting to Rs. 2,38,000 due from the various Government Departments which used I.W.T. vessels for relief operation ?

Director I.W.T. — We have been writing a lot of letters to the concerned authorities. Still now, reminders are being issued but this is becoming just a routine matter only. No amount has been received from any of them.

Mr. Chairman — So far as this para is concerned, whether it can be stipulated by the Department that payment of last years bill for the vessels engaged in relief operation, is a condition precedent for requisition of I.W.T. vessel. Now the Commissioner & Secretary, Transport Department will please see it imposition of such a condition will be appropriate. What the Requisition Act, speaks for.

Secretary, Transport — Requisition Act is not applicable in the case of Inland Water Transport. I may inform you that from last year viz. 1986-87, the Revenue (Relief) Department has been paying the cost of maintenance and fuel cost I.W.T. vessels engaged in flood relief work, through the D. Cs. concerned.

Chairman — What is about the arrears ? So there arises a point that unless last year's outstanding bill is cleared by the requisitioning authorities, there should be a provision in the Act that no I.W.T. vessel will be liable to be requisitioned. Otherwise there would be no end of requisitioning of vessels and accumulation of arrear dues.



Commr. and Secy., Transport :—Now as per the High Court's order, vehicles cannot be requisitioned unless 7 days notice is given and in view of this, the Government have to go in for Government vehicles. During relief operation, about the dues of the parties, Government are still in correspondences with the D.Cs concerned.

Mr. Chairman :—Why should not Government make payment for requisitioning vessels during relief operations, when they have the money under the appropriate head of account. The district authorities have their share of expenditure on account of hiring or requisitioning vessels, but they are not paying. This aspect of the matter may kindly be looked into and taken up with the appropriate authority.

Director, IWT :—The Revenue Department make payment for the POL for normal operations, but when the Government requisition our vessels during relief operations, they make payment but not to the extent of the consumption of the POL. for instance, in one case, the district authority requisitioned our 500 H.P. vessel which was to go from Palasbari to Guwahati and the District authority gave only payment for 10 litres of diesel but with this 10 litres of diesel, this kind of vessel can go upto 1 Kilometre only. So, these 10 litres are not at all sufficient for such a vessel. this technical aspect is not being looked into by the D.Cs.

Mr. Chairman :—You should take up with the appropriate authority for getting your dues so that whatever you are entitled to get, it should be collected.

## RECOMMENDATION

7.4 The Committee feels that Transport and Relief & Rehabilitation Department may draw up a Memorandum of Agreement to regulate the requisitioning procedure of the Inland Water Transport Vessels, charges to be paid and the time within which the account to be finalised. The Committee would like to know the opinion of the Department in this respect.



## G—CUMULATIVE LOSSES ON COMMERCIAL SERVICES.

(Audit para. 7.1.9/CAG.R/R-85-86)

8.1. The audit has brought-out that departmental operation of Commercial services over the river routes was started in January 1975. Considering the commercial viability of the three river routes, Brahmaputra, Subansiri and Barak, the department acquire four vessels at a cost of Rs.44.37 lakhs and pressed them into service. From January 1975 to March 1986 the total revenue earned amounted to Rs.156.09 lakhs, as against the total expenditure of Rs.194.08 lakhs. This resulted in net loss of Rs.37.99 lakhs.

The losses incurred during these years were attributable to non-revision of freight charges corresponding to the increase in cost of operation. The department has not proposed revision of freight charges.

8.2. The Department in their written memorandum stated that the Cargo services of Inland Water Transport faces stiff competition from the truck operators who have some logistical advantage over the river transport system. Enhancing the freight charges may make the river transport system even less attractive to the customers. However, because of the recurring flood situation of the State it is necessary to maintain a fleet of vessels as an alternative mode of transport which come in handy in times of natural calamities.

8.3. In course of oral evidence the Department apprised the committee that they have got few cargo carrying services and their total capacity is about 3,000 M/tonnes only. If their commercial services are strengthened, they may be able to give some services during the flood season. But the problem is about the approach road to ghat. It requires to be strengthened. There should also be facilities available for loading and unloading the cargo which are now lacking. But carrying goods through waterways is not a problem. In fact, there are ample scope for development of waterways in our state. The whole picture will be changed as soon as the river Brahmaputra is declared as a national waterway.



**OBSERVATION/RECOMMENDATION**

8.4. The audit in this para points out short-fall of receipts compared to expenditure incurred in departmental operation of commercial services over the river routes. The Department could not adduce convincing reasons as to what were the factors responsible for shortfall in revenue receipts. The Committee feels that the Department should analyse the lacuna, based on their experience, so as to take a correct step for starting similar services in future.



## H—NON REALISATION OF HIRE CHARGES/ MAINTENANCE COST

(Audit Para 7.1-10/CAG.R/R 1985-86)

9.1. The audit has pointed out :

- (a) Vessels were hired out to the Assam State Co-operative Marketing Consumers Federation (STATFED) during the years 1975-76 to 1977-78 for carrying rice from Sonari to Dibrugarh and from Badati to Guwahati. Against an amount of Rs.8,69,678 due as hire charges, a sum of Rs.4,31,811 only had been paid by the STATFED leaving a balance of Rs.4,37,867 unpaid (March 1987). No agreement was executed with STATFED and there was no provision for charging interest on late payment of dues, in the terms settled with the STATFED for hiring out the vessels.
- (b) A double decker steel pontoon was constructed in 1981 at a cost of Rs.8.67 lakhs. The pontoon was hired out (September 1981) to the State Department of Tourism, for use as a floating restaurant on the condition of reimbursement of maintenance cost and payment of rent as fixed by the Inland Water Transport Department. As per departmental records, the annual maintenance cost for the pontoon was Rs. 47,500. At this rate, the Tourism Department was liable to reimburse Rs.2,22,776 on account of maintenance cost for the period from September 1981 to November 1985 but had not paid any amount till the date of audit (May 1986). The annual rent payable by the Department had also not been fixed (October 1986).

9.2. In reply to audit observations, the Department have stated that follow up action has been taken by the Directorate to realise the Hire charge and maintenance charges from STATFED and the Department of Tourism respectively. The Tourism department has in the mean time returned the pontoon.

9.3. In course of oral deposition the department witness has stated that recently, the department has written a letter regarding finalisation of the outstanding dues from them which is being finalised. Regarding the double decker steel pontoon hired by Tourism Department, the witness has stated.



“This vessel was made for a floating workshop, on the deck of this vessel, which is a double decker. There is also accommodation for our workers to stay. Then there was a decision to give this vessel to the Tourism Department, some provisions had to be made in this vessel by us on Tourism Department's fund, so that, it could be used for tourists. This vessel was then taken over by the Tourism Department in 1981 but it was again handed over to us by them in 1985 as it was no longer felt necessary by the Tourism Department.’ The Director, Inland Water Transport, Assam further stated that he even does not know who took this decision. He was simply asked to hand over to the Tourism Department. The Vessel was meant to be a floating workshop, but it was used as a floating restaurant by Tourism Department.

### **OBSERVATIONS/RECOMENDATION**

The Committee observes that the Department even after 10 (ten) years could not settle up the matter and realise the outstanding dues. As per Comptroller and Auditor General of India's Report the matter was referred to the Department in September, 1985 and the Report was presented to the House in March, 1988. Even if the Department took any initiative, their asking was not very much effective.



## I—MISCELLANEOUS

10.1. The Public Accounts Committee, in course of discussion has come to know that a cargo carrying vessel sank in the river Brahmaputra which caused heavy loss to the organisation. The relevant proceedings is quoted above:—

Shri Pradip Hazarika :—I would like to point out one thing which I know, it was also a case of loss. A cargo vessel sank some years back in the river Brahmaputra.

Mr. Chairman:—Are you aware of this?

Shri Gogoi, Director, Inland Water Transport :—At that time I was with the Government of India, that happened in 1985, I do not know what action has been taken by the Government on this.

Shri Pradip Hazarika :—That caused a great loss.

Mr. Chairman :—I would request the Secretary, Transport to please see that relevant papers are there in connection with this incident.

Shri Bora, Commissioner and Secretary, Transport :—I am told that some Committee was formed to go into that case, I think that Committee has not submitted any report so far.

Mr. Chairman :—You please look into the actual position of this case and submit available papers to us before our next sitting.

10.2. The Department subsequently furnished a report, according to which on 28th December, 1984, the vessel M. V. Kanchanjuri, while carrying 75 M. T. of cement belonging to N. F. Railway sank on the river Brahmaputra near Ganesh Pahar at 2.30 P. M. This cement was carried from Guwahati to Tezpur for construction of Kalia-Bhomora Bridge. The vessel was constructed during the year 1975-76 at a cost of Rs. 12.5 lakhs and if depreciated value as on 1984-85 is taken the same comes to Rs. 6.80 lakhs. The capacity of the vessel was 80 M. T. All possible efforts have been made to get the vessel rescued but have gone in vain. An amount of Rs. 80,958.00 has been paid as compensation to the lost of 75 M. T. of cement @ Rs. 1,079.44 per M. T. to the N. F. Railway, Tezpur.



The vessel till before the date of her sinking had earned an amount of Rs. 4.59 lakhs under commercial Service and Rs. 1.05 lakhs (Approx) under ferry Services. The particulars of the vessel are:-

- |   |  |
|---|--|
| 1. Name of Cargo Vessel   | M. V. Kanchanjuri.   |
| 2. Carrying capacity of vessel  | 80 M. T.   |
| 3. Date of sinking in the river   | on 28th December, 1934 on the river Brahmaputra at 2.30 P. M.  |
| 4. Sailing from which place to which place.   | Guwahati to Tezpur.  |
| 5. Place and time of sinking of vessel.   | Near Ganesh Pahar on river Brahmaputra at 2.30 P. M.   |
| 6. Whether the vessel was carrying any commodities if so what?                      | Yes, Cement.   |
| 7. Year of building of the vessel and cost of vessel                                | 1975-76 Rs. 12.5 lakhs. Depreciated value as on 1984-85 come to Rs. 6.80 lakhs.  |
| 8. Whether vessel was covered by any insurance policy?                              | No.  |
| 9. Whether any compensation paid to the public or any other agency.                 | Yes, Rs. 80,958 for 75 M. T. cement to N. F. Railway.  |
| 10. What is the revenue earning and expenditure till the mishap occurred?           | Rs. 4.59 lakhs under commercial service and Rs. 1.5 lakhs approx. under ferry service. Vesselwise expenditure Register/Statement was not maintained.         |
| 11. Whether matter has been investigated at any level and what is follow up action. | Yes, The Government of Assam vide letter No. TWT-12/84/86 dated 1st March, 1985 constituted a Committee for investigation, report has not yet been received. |
| 12. Whether benefit of insurance coverage etc. has been availed of by Department.   | The question does not arise since the vessel was not insured.  |

10.3. It has further come to the notice of the Committee that a two member Committee consisting of (1) Shri K. K. Gogoi, Chief Engineer-Cum-Administrator; Ministry of Shipping and Transport, Government of India and (2) Shri N. C. Mukharjee, Director, Inland Water Trans-



port and Chief Ship Servayor, Government of West Bengal, was constituted under the following terms of reference of enquiry.

- (i) Examination of the precautionary and safety measures taken by the authorities before the vessel sailed with the Cargo.
- (ii) Examination of the reasons including mechanical or human failure, if any, leading to the sinking of the vessels.
- (iii) Examination of the adequacy or otherwise of the steps taken by the authorities for salvage of the vessel after the incident.
- (iv) Any other allied matter.
- (v) The Committee will submit its report within 30 days from the date of starting of enquiry.

#### **OBSERVATIONS / RECOMMENDATION**

10.4. The Public Accounts Committee recommends that the report of the Committee of the administrative enquiry into the sinking of the vessel shall be made available within the period of three months from the date of presentation of this Report before the House.



## SUMMARY OF OBSERVATIONS/ RECOMMENDATIONS

Sl. Reference to No. Para No.	Observations/Recommendations
1 2	3
1 1. 8.	<p>The Committee appreciate the sincere efforts of the Transport Department to bring their Water Transport wing to the limelight of development to cater the economic need of the region. However, in view of the continuing loss sustained in last few years, the Committee feels that the Department would cause a study to analyse their bottleneck for which they sustained loss and to find out remedial measure, so as to run the organisation at "no profit no loss basis"/with utmost economy.</p>
2 1. 9.	<p>The Committee would like to know the overall assessment and the achievement made in 7th Five Years Plan in relation to the projection made of the functioning of the I.W.T.D. and a report may be submitted to the Committee within a period of 3 months.</p>
3 2. 8.	<p>The Committee feels that the Government ferries are not run efficiently for which private ferries plying unauthorisedly attract more passengers. Sometimes sincerity of the operating staff is also not free from doubt of the passengers. The Committee also wonder as to how the private ferries can run parallel business when such operation is barred by law. The Committee would be happy to know if the illegal plying of boats by private person has been arrested by now and whether any steps have been taken to divert the passenger</p>



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traffic now being born by private Services to Government ferries with suitable improvement in accommodation and safety.

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The Committee also feels that in view of the recurring losses, the Inland Water Transport organisation ought to make their ferry services economically viable like a private enterprise in the business. With an end in view the Department may increase its business taking up more and more ferry services. Before taking such projects the Department should make their own assessment pragmatically under two different heads, one is ferry operational cost and the other including the maintenance of approach road so that Water Transport has been properly developed in a riverine state like Assam.

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The services operated in the river Barak and Katakhal need more attention for the sake of services to the Valley. The Committee feels that commercial services rendered by the Central Water Transport Organisation can be taken over by the Department in full or in part. The Department may take the projection of 1978 when carrying of materials like cement, iron roads etc. by river route from Calcutta to the Valley was possible, at much cheaper carrying charge.

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The Committee also feels that the Department would let the Committee know the maintenance cost made in between 1980-81 to 1987-88 for approach road at both Jogighopa and Pancharatna Ghat



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with a feasibility report on putting up permanent docking arrangements which can do away with the requirement of having shifting approach roads from time to time. Information required may be supplied to the Committee within three months of the presentation of the Report to the House.

7. 2. 12. The Committee further feels that the Department is maintaining a large batch of Muster roll workers in addition to the 'regular establishment's staff for operation of ferries. The Department may work out what should be the rationals for optimum number of workman per vessel required to run it without impairing efficiency. The inflated staff retained in the regular establishment or Muster Roll establishment may be deployed gainfully elsewhere.

8. 3. 5. The P.A.C. observes that some of the Ferry services are run departmentally for years together sustaining loss every year. The reasons for not letting out of such Ferry services to individual by auction or tender system should be reviewed and the outcome may be intimated to the Committee.

9. 3. 6. The Committee feels that there is nexus between some delinquent officials and a section of lease to corner leases detrimental to the interest of the State.

10. 3. 7. It is recommended that in all future cases of floating tenders wide publicity must be given through local medias specially and through D.I.P.R.



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when the value of the lease does not exceed Rs. 50,000. If necessary amendments or addition may be made in the existing rule applied for calling of the tenders.

11 4. 4.

In the case of Dibru-Sonari-Burisuti ferry for the year 1978-79 as seen from the audit para, highest bid was offered by the commercial wing of the Department itself and the second offer of Rs.5,25,777 only was rejected. The departmental operation fetched Rs.4,68,358/- only which resulted loss. The same ferry service received an offer of Rs.5,55,555/- from a private party during the year 1980-81. This time also Government decided to run the ferry service departmentally and thus suffered loss of revenue of Rs.3,06,508.

12 4. 5.

When the Government suffered loss by departmental operation of ferries on 1st occasion, the settlement of ferries on the subsequent occasion should have been given to the private party offering a good bid on tender basis. Why did the Government wait for the result of second experience of departmental operation and in the process suffer substantial loss is not clear.

13 7. 6.

In respect of Saikhowa-Pagium ferry Service for the working period from October 1984 to March, 1985, the second highest bid was valid and as such the settlement should have been offered to him. But, instead, the settlement was offered to the highest bidder and on refusal the second highest tenderer was approached to accept the offer at the highest bid. He also refused to operate. Ultimately, the ferry service was ope-



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rated departmentally at a loss. It is not made clear why the 2nd highest bid was not accepted.

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The Committee could not understand how the Department had to enter into a competition with the public.

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The P.A.C. therefore recommends that when a Ferry is run departmentally in preference to private bidders, for loss sustained in such operation, concerned official should be made accountable and responsible to the Government.

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Now that the revised fare structure has become operative from 1-4-88, the Committee would like to have a report from the department about the improvement made in the running of the Ferry in relation to the cost and profit involving all major Ferries whether ran through lease or departmentally. A report should be furnished within 3 months of the presentation of this report before this House.

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In face of the oral deposition, it is apparant that if somebody is plying a boat within the leased arrea of a ferry 2.K.Ms either way he is liable to pay a penalty because the Lessee's interest is hampered whether it is a country boat or a power-boat. Another aspect is that when a boat is machanised, naturally tht question of safety and other things come in ; so there is the requirement that it should be duly registered under the I.V. Act or Rules.



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18 11 66 6. As regards illegal operation of boats the Department used to refer the matter to the Dy. Commissioner saying that the boat is illegally plying because it is not registered; and do not possess a fitness certificate as required and these boats should not be allowed to operate. The part played by the Dy. Commissioners after having the informations is not made clear. The Public Accounts Committee would be interested to know if the penalty leviable in those 189 cases as referred to in the Audit para has been levied. The Committee feels that the Department should follow a system in detecting illegal operation.

19 11 66 7. The Committee feels that the Inland Water Transport authority should be in a position to initiate proceedings in respect of illegal plying instead of routing them through Deputy Commissioners which was caused delay. The Transport Department may take up the matter with the Law Department and get the matter legally examined and submit a report within 3 months.

20 11 66 7. 4. The Committee feels that Transport and Relief and Rehabilitation Department may draw up a Memorandum of Agreement to regulate the requisitioning procedure of the Inland Water Transport Vessels, charges to be paid and the time within which the account to be finalised. The Committee would like to know the opinion of the Judicial Department in this respect.



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| 21 | 8.  | 4. The audit in this para points out short-fall of receipts compared to expenditure incurred in departmental operation of commercial services over the river routes. The Department could not adduce convincing reasons as to what were the factors responsible for shortfall in revenue receipts. The Committee feels that the Department should analyse the lacuna, based on their experience, so as to take a correct step for starting similar services in future. |
| 22 | 9.  | 4, The Committee observes that the Department even after 10 (ten years) could not settle up the matter and realise the outstanding dues. As per Comptroller and Auditor General of India's Report the matter was referred to the Department in September, 1985 and the Report was presented the House in March 1988. Even if the Department took any initiative their asking was not very much effective.  |
| 23 | 10. | 4. The Public Accounts Committee recommends that the report of the Committee of the administrative enquiry into the sinking of the vessel shall be made available within a period of three months from the date of presentations of this Report before the House.  |



## ANNEXURE -I

## Unit cost of items relating to toll charges of Inland Water Transport ferry Service

	@ Rs.
1. Passenger ... ..	0.16/p. Km
2. Student ... ..	0.88/p. Km.
3. Monthly pass for general passenger..	7.36/p. Km.
4. Monthly pass for student ..	3 68/p. Km.
5. Bi-cycle ... ..	0.11/p. Km.
6. Bi-cycle for student ..	0.06/p. Km.
7. Monthly pass for bi-cycle ..	
(a) General ..	5.28/p. Km.
(b) Student ..	2.64/p. Km.
8. Goods for every 20Kg. or part thereof:—	
(a) Upto 5 Km. ..	0.10/p. Km
(b) Above 5 to 10 Km. ..	0.05/p. Km.
(c) Above 10 to 50 Km. ...	0.02/p. Km.
(d) Above 50 Km. ..	0.015/p. Km.
9. Moped with one rider ...	0.32/p. Km.
10. Motor cycle/Scooter with one rider ..	0.64/p. Km.
11. Auto rickshaw with driver ..	0.80/p. Km.
12. Light vehicle like Jeep/Ambassador etc. with driver:—	
(a) Upto 5 Km. ..	9 00/p. Km
(b) Above 5 to 10 Km. ...	4 50/p. Km
(c) Above 10 Km. ...	3.00/p. Km
13. Vehicle (empty) Like Matador small Truck etc. with Driver and Handiman.	
(a) Upto 5 Km	10.00/p. Km



@ Rs.

- |   |              |
|---|--------------|
| (b) Above 5 Km to 10 Km   | 5.00/p. Km   |
| (c) Above 10 Km   | 4.00/p. Km   |
| 14. Vehicle (loaded) as in item 13 with ...<br>driver and handiman    |              |
| (a) Upto 5 Km.  | 15.00/p. Km. |
| (b) Above 5 to 10 Km.   | 8.00/p. Km.  |
| (c) Above 10 to 20 Km.  | 6.00/p. Km.  |
| (d) Above 20 Km.  | 5.00/p. Km.  |
| 15. Heavy vehicle (empty) with driver and...<br>Handiman :—           |              |
| (a) Upto 5 Km.  | 15.00/p. Km. |
| (b) Above 5 to 10 Km.   | 9.00/p. Km.  |
| (c) Above 10 to 20 Km.  | 4.50/p. Km.  |
| (d) Above 20 Km.  | 4.25/p. Km.  |
| 16. Heavy vehicle (loaded) upto 12 ton<br>with Driver and Handiman :— |              |
| (a) Upto 5 km.  | 25.00/p. Km. |
| (b) Above 5 to 10 Km.   | 12.50/P. Km. |
| (c) Above 10 to 20 Km.  | 7.00/P. Km.  |
| (d) Above 20 Km.  | 4.50/P. Km.  |
| 17. Additional load per ton/Km.<br>above 12 ton                       |              |
| (a) Upto 5 Km.  | 1.00/P. Km.  |
| (b) Above 5 to 10 Km.   | 0.50/P. Km.  |
| (c) Above 10 Km.  | 0.25/P. Km.  |
| 18. Elephant :—With Mahut.  |              |
| (a) Upto 5 Km.  | 25.00/P. Km. |
| (b) Above 5 to 10 Km.   | 12.50/P. Km. |



@ Rs.

- (c) Above 10 to 20 Km. 7.00/P. Km.
- (d) Above 20 Km. 6.50/P. Km, subject to minimum.
19. Buffalo 0.40/P. Km. subject to minimum Rs. 0.50/P. Km.
20. Bull, Cow, Horse & alike animal 0.32/P. Km. subject to minimum Rs. 0.25/P. Km.
21. Calf, Pig and alike animals 0.08/P. Km. subject to minimum Rs. 0.15/P. Km.
22. Sheep, goat etc. 0.08/P. Km. subject to minimum Rs. 0.15/P. Km.
23. Hen, duck etc. 0.15/P. Km. subject to minimum Rs. 0.10.
24. Milk per bucket of 20 litres.
- (a) Upto 5 Km. 0.10/P. Km.
- (b) Above 5 to 10 Km. 0.05/P. Km.
- (c) Above 10 to 50 Km. 0.02/P. Km.
- (d) Above 50 Km. 0.15/P. Km.
25. Egg per basket 20 Kgm.
- (a) Upto 5 Km. 0.10/P. Km.
- (b) Above 5 to 10 Km. 0.05/P. Km.
- (c) Above 10 to 50 Km. 0.02/P. Km.
- (d) Above 50 Km. 0.015/P. Km.
26. Wild Animals
- (a) Like Tiger, Lion etc. 0.80/P. Km.
- (b) melle „ „ 0.40/P. Km.
27. Bullock cart with garowan and animals (empty). 0.80/P. Km.



@ Rs.

28. Bullock cart with garowan and animals (loaded)	1.00/P. Km. Subject to minimum Rs. 3.00/P. Km.
29. Buffalo cart with garowan and animals (empty)	1.00/P. Km. Subject to minimum Rs. 2.50/P. Km.
30. Buffalo cart with garowan and animals (loaded)	1.50/P. Km. Subject to minimum Rs. 4.00/P. Km.
31. Ponny cart with sais and animals (empty)	0.60/P. Km. Subject to minimum Rs. 1.50/P. Km.
32. Ponny cart with sais and animals (loaded)	0.80/P. Km. Subject to minimum Rs. 2.00/P. Km.
33. Rickshaw with Puller	0.30/P. Km. Subject to minimum Rs. 0.50/P. Km.
34. Thela with puller (empty)	0.30/P. Km. Subject to minimum Rs. 0.50/P. Km.
35. Thela with puller (loaded)	0.40/P. Km. Subject to minimum Rs. 0.75.
36. Trailor (empty) upto 5 ton capacity.	0.64/P. Km. Subject to minimum Rs. 5.00.
37. Trailor (loaded) upto 5 ton	1.00/P. Km. Subject to minimum Rs. 9.00.
38. Trailor above 5 ton to 8 ton capacity (empty).	0.80/P. Km. Subject to minimum Rs. 6.00.
39. Trailor above 5 ton to 8 ton capacity (loaded).	1.50/P. Km. Subject to minimum Rs. 15.00.
40. Trailor above 8 ton to 12 ton capacity (empty).	1.00/P. Km. Subject to minimum Rs. 8.00.
41. Trailor above 8 ton to 12 ton capacity (loaded).	2.00/P. Km. Subject to minimum Rs. 20.00.
42. Additional loaded above 12 ton	Rate mentioned against item No. 15 (d).
43. Dogs ... ..	Rs. 0.80/P. Km.



# UNIT COST OF NEAMATI KAMALABARI FERRY SERVICE

Without approach Roads.

Distance— 20 K. M.

Length of Approach 12 K. M.

## ANNUAL TRAFFIC :

Passenger—	1,02,013
Heavy Vehicle—705 Nos ( 1 : 20 )	14,100
Light Vehicle— 1365 ( 1 : 10 )	13,650
Motor Cycle—1047 ( 1 : 3 )	3,141
Bi cycle—2732 Nos. ( 3 : 2 )	1,821
Animal 574 ( 1 : 2 )	1,148
Goods—3,40,955 Q ( 1Q : 1P )	3,40,955

Total Passenger—4,76,414

Say 4,76,400 Nos.

A.

Considering operational cost only :

P. O. L.	2,75,000
Staff Salary	8,50,000
Senior Supervision @ 10% on Staff salary	85,000
	<hr/>
	12,10,000

$$\text{Unit Cost} = \frac{12,10,000}{4,76,400 \times 20} = \frac{1210}{9528}$$

$$0.126 = \text{Say Rs. } 0.13$$

N. B. As the toll charges are the nominal charges to be realised from the passengers etc. as such for the calculation of Unit cost only operational cost is considered.

- (ii) Vehicle goods etc. are converted to passenger in terms of space occupied by it, viz—Heavy Vehicle 1 : 20 ; Light Vehicle —1 : 10, Motor Cycle—1 : 3 ; Animal—1 : 2 Bicycle—3 : 2 any good 1 Q : 1 Passenger.



## NEAMATI-KAMALABARI FERRY SERVICE

## With Approach Roads

Distance— 20 K. M.

Length of Approach —12 K. M.

Annual Passengers

( as indicated earlier ) 4,76,400

## B. Unit Cost considering the following expenditure.

1. P. O. L.	Rs. 2,75,000
2. Staff Salary	Rs. 8.50,000
3. Senior Supervision @ 10% on Staff salary.	Rs. 85,000
4. Paintenance of vessels—	Rs. 3,61,000
5. Approaches Roads	Rs. 6,50,000
Total —	Rs. 22,21,000

$$\text{Unit Cost} = \frac{2221000}{476400 \times 20}$$

$$= \frac{2221}{9528} = 0.233$$

Say Rs. 0.24

The existing toll charge per passenger per K. M. = 14.5 P.  
So. the loss due to the maintenance and construction of approaches to the Ghat per passenger/K. M. is = 4.5 Paise.



# UNIT COST OF ZOGIGHOPA PANCHARATNA FERRY SERVICE

Without Approach Roads.

Distance	4 Km.	
Length of approach	$\frac{1}{2}$ Km.	
Annual Traffic		Rs.
Passengers		10,90,230
Goods 2,93,870 Quintals ( 1 Quintal : 1 Passenger )		2,93,870
Heavy Vehicle 50,592 ( 1 Vehicles : 20 Passenger )		10,11,840
Light Vehicle 31,798 ( 1 Vehicle : 10 Passenger )		3,17,980
Motor Cycle 20,163 ( 1 Mc. : 3 Passenger )		60,489
Bicycle 40,155 ( 3 B.C. : 2 Passenger )		26,770
Animal 1,43,850 ( 1 Animal : 2 Passenger )		2,87,700

---

Total Passenger	=	30,88,879
say	=	30,88,900

A unit cost considering only  
operation cost.

P.O.L.	Rs. 4,52,000
Staff salary	Rs. 7,42,800
Senior Supervision @10% on staff salary	Rs. 74,280

---

Total— 12,69,080

say 12,69,000



	Rs.
Unit cost	= 1269,000
	<u>30,88,900 × 4</u>
	= 12690
	<u>123556</u>
	= 0.102
say	Rs. 0.10

NB.

As the toll charges are the nominal charge to be realised from the passenger etc. as such for the calculation of unit cost only operation cost is considered.

- (II) Vehicle goods etc. are converted to passengers in terms of space occupied by it viz Heavy vehicle 1:20; light vehicle 1:10 Motor cycle 1:3 Animal 1:2; bicycle 3:2; and good 1 Quintal:1; passenger.



# UNIT COST WITH APPROACH ROADS ZOGIGHOPA PANCHARATNA FERRY

Distance 4 Km.

Length of Approach  $\frac{1}{2}$  Km.

Annual Passenger (as indicated earlier) Rs. 30,88,900

B. Unit cost considering the following expenditure.

1. P.O.L. Rs. 4,52,000

2. Staff salary Rs. 7,42,800

3. Senior Supervision @ 10% on staff salary Rs. 74,280

4. Maintenance of vessel Rs. 3,11,000

5. Approaches Rs. 50,000

16,30,080  
says 16,30,100

Unit cost

= 1630100

3088900  $\times$  40

1630100  
= 123556

= 0.131  
says Rs. 0.13

At present toll charge is @ Rs. 0.145 per passenger per kilometre.  
Therefore we are gaining 1.5 paise per passenger per Km.



# UNIT COST OF SADDIA-SAIKHOWA FERRY WITHOUT APPROACH ROADS.

Distance—20 K.M.

Approach—16 K M:

ANNUAL TRAFFIC—

Passengers ..... 1,88,245

Goods 479m856 (10 : 1p) 4,79,856

Light Vehicle—668 (1 : 1) 6680

Motor Cycle—1063 (1 : 3) 3189

Bi-cycle—3867 (3 : 2) 2578

Animal—302 (1 : 2) 604

Total—6,81,152

Say—6,81,100

**Considering operational cost only :**

P.O L.— Rs. 3,65,000

Staff Salary— Rs. 8,55,000

Senior Supervision  
@10% on Staff Salary— Rs. 85,500

Total-Rs. 13,05,500

Unit Cost—13,055—13 055

$\frac{6,81,1 \times 20}{136220}$

—0.095 Say Rs. 0.10

N.B. As the toll charges are the nominal charges to be realised from the passenger etc. as such for the calculation of Unit Cost only operative cost is considered.

(ii) Vehicle, goods etc. are converted to passengers in terms of space occupied by it, viz-Heavy Vehicle 1:20 Light Vehicle 1:10, Motor cycle 1:3, Animal 1:2, Be-cycle -3:2, and goods 10:1 passenger.



**Sadia.Saikhowa Ferry Service with approach roads**

Distance— 20 K.M.

Length of Approach— 16 K.M.

Annual passanger--

(as indicated earlier). 6,81,100

**B**Unit Cost considering the following  
expenditure.

1. P.O.L.	Rs. 3,65,000
2. Staff Salary	Rs. 8,55,000
3. Senior Supervision @10% on Staff Salary	Rs. 85,500
4. Maintenance of Vessel	Rs. 3,73,000
5. Approaches--	Rs. 8,70,000
	<u>Total--Rs.25,48,500</u>

$$\begin{array}{rcl}
 \text{Unit Cost} & = & \frac{25485}{6,81,1 \times 20} \\
 & & \frac{25485}{136220} \\
 & & \text{---.O187} \\
 & & \text{Say Rs. O.19}
 \end{array}$$

The existing toll charge per passenger per K.M.--14.5  
paise, so the loss due to the maintence and construction of  
approaches to Ghat per passenger/K.M. is--4.5 paise.



# Guwahati-Rajaduwar Ferry Service.

Annual Passenger .... 7,20,00

Annual Charge  
(considering 1 Passenger :  
1 quintal Cargo). ... 78,300

Total—7,98,300

Annual cost of P. O.L. 12,24,000

Annual floating Staff Payment 14,26,484

Total Expenditure Rs. 26,50,484

Say Rs. 26,50,800

Distance of the ferry

— 3 K.M.

Unit cost

Rs. 26,50,800

$798300 \times 3$

26508

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23949

.....  
Say Rs. 1.11

Say Rs. 1.10 Paise

Cost of Ramp, approaches, repairs of vessels, depreciated cost, and staff payment on account of management including senior supervision has not been considered for above calculation.



## ANNEXURE II

The 28th July 1987

No. TWT. 23/84/336... In exercise of the powers conferred by Section 15 of the Northern India Ferries Act, 1878 (Act No. VII. 1978) the Governor of Assam is pleased to revise the rates of tolls for the Inland Water Transport ferries under the Transport and Tourism Department as follows.

This shall take effect from 1st April 1988.

37. Rate for special (per trip) according to vessel/boat capacity :—

Name of the vessels in respective ferry ghates	(New rates in Rs. with engine)	(New rate in Rs with out engine 50 Qrs.)
(1)	(2)	(3)
1. Sadia-Saikhowa ferry—	Rs.	Rs.
(a) Single boat	435.00	2.50
(b) Mar boat	870.00	145.00
2. Dibru-Sissi-Machkhowa ferry.....		
(a) Single boat	1305.00	72.50
3. Dibru-Sanari-Burisuti ferry—		
(a) Modern vessel Jonki	1722.60	..
(b) Modern vessel Panoi	1722.00	...
(c) Modern vessel Joya	1870.50	...
(d) Modern vessel Joymati	1635.60	..
(e) Single boat	652.50	...
(f) Mar boat	1305.00	...
4. Dibru-Kochari-Oriumghat ferry—		
(a) Single boat	2392.50	72.50
5. Desangmukh-Matmora ferry—		
(a) Single boat	576.40	72.50



(1)	(2)	(3)
	Rs.	Rs.
6. Neemati-Kamalabari ferry—		
(a) Single boat ...	435.00	72.50
(b) Mar boat	870.00	145.00
7 Silghat-Panpur ferry—		
(a) Modern vessel 'Pancharatna' ..	689.05	...
(b) Mar boat ..	522.00	145.00
(c) Single boat ...	261.00	72.50
8. Silghat-Panpur ferry—		
(a) Modern vessel 'Dalimi' ..	947.45	...
(b) Modern vessel 'Nilachal' ..	947.45	...
(c) Single boat ..	358.15	72.50
(d) Mar boat ...	717.75	145.00
9. Guwahati-Kurua ferry—		
(a) Modern vessel 'Piyali' ..	217.50	...
10. Guwahati-Rajadwar ferry—		
(a) Modern vessel 'Lachit' ...	1206.40	..
(b) Modern vessel, 'Manas' ...	229.70	..
(c) Modern vessel 'Joljoli' ...	87.00	...
(d) Single boat ..	87.00	72.00
(e) Mar boat ...	14.00	145.00
11. Guwahati-North Guwahati ferry—		
(a) Modern vessel 'Panchoi' ...	218.10	...
(b) Modern vessel 'Lachit' ...	133.40	...
(c) Single boat ..	87.00	72.50
(d) Mar boat ..	174.00	145.00



(1)	(2)	(3)
	Rs.	Rs.
12. Dokuchi-Bhakuradia ferry—		
(a) Mar boat ...	43.50	145.00
(b) Single boat ...	21.75	87.00
13. Sontali-Bohori ferry—		
(a) Mar boat ...	522.00	145.00
(b) Single Mar ..	261.00	72.50
14. Joghighopa-Goalpara ferry—		
(a) Modern vessel 'Maniram ..	217.50	...
15. Joghighopa:Pancharatna ferry—		
(a) Modern vessel 'Burapahar ..	384.25	...
(b) Modern vessel 'Naranarayan	601.75	..
(c) Mar boat ..	217.50	145.00
d) Single boat ..	108.75	72 50
16. Dhubri-Fakirganj ferry—		
(a) Modern vessel 'Chilarai ...	1131.00	..
(b) Mar boat ...	652.50	145.00
(c) Single boat ..	326.25	72.50

17. Any private party allowed to operate his own boat on hire within 3.2 kms. of any of the point of a public ferry will be liable to pay for each trip, an amount equal to the rate fixed for the type of boat used for special trip, as if such boat had been supplied for special trip.

R. N. BQRA.  
Commissioner & Secy. to the Govt. of Assam  
Transport, Dispur.







(1)	(2)	(3)	(4)	(5)	(6)	(7)	(8)	(9)	(10)	(11)	(12)	(13)	(14)	(15)	(16)	(17)	(18)	(19)	(20)	(21)	(22)
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1. Each person shall be permitted to cross free of charge shall lead not exceeding 20 kgs. in weight 5 cm. in bulk. The load may consist of any number of description of packages or articles including livestock, whether carried in cages or crates or openly provided in above mentioned limits are not exceeded.

2. Every 20 kgs. or part thereof and or 5 cm. or part thereof in excess of the above mentioned limits.

3. Each bicycle including luggage upto 40 kgs.

4. Motor car or Jeeps upto 20 kgs.



(1)	(2)	(3)	(4)	(5)	(6)	(7)	(8)	(9)	(10)	(11)	(12)	(13)	(14)	(15)	(16)	(17)	(18)	(19)	(20)	(21)	(22)
5.	Light motor bus including its driver with luggage upto 20 kgs.	..	..	..	..	..	..	..	..	..	14.50	14.50	..	..	..	..	..	..	..	..	..
6.	Heavy motor lorry including its driver empty.	81.60	122.40	..	..	..	81.60	..	53.00	..	36.25	36.25	..	..	..	15.25	50.75	50.75	81.60	..	..
7.	Heavy motor lorry including its driver with load (partially or fully).	122.40	183.50	..	..	..	122.40	..	108.75	..	54.40	54.40	..	..	..	18.85	98.00	98.00	122.40	..	..

N.B.—Load applies only to loads which cannot be unloaded in the interest of safety such as :—

(a) Single piece machinery.

(b) Arms and ammunition.

(c) Explosives



(1)	(2)	(3)	(4)	(5)	(6)	(7)	(8)	(9)	(10)	(11)	(12)	(13)	(14)	(15)	(16)	(17)	(18)	(19)	(20)	(21)	(22)
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(d) Such other materials which, in the opinion of the Director, I.W.T. cannot be unloaded.

All other loaded lorries must be unloaded before embarkation.

8. Motor bicycle or scooter excluding its rider and luggage upto 20 kg	7.25	10.90	36.25	21.75	8.70	7.25	10.90	4.35	5.45	1.45	1.45	7.25	0.40	1.45	3.65	5.45	4.35
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9. Motor bicycle and side car tricycle including rider and luggage.	14.50	21.75	72.50	43.50	17.40	14.50	9.45	10.90	2.90	2.90	0.75	2.90	7.25	10.90	9.45
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10. Four wheeled trailer, empty.	21.75	32.65	108.75	65.25	26.10	21.75	13.05	16.35	4.35	4.35	1.10	4.35	10.90	16.35	13.05
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11. Four wheeled trailer, loaded.	54.40	75.65	..	..	..	54.40	46.70	10.90	10.90	13.05	32.65	32.65	40.85
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12. Single axle trailer, empty.	14.50	21.75	72.50	43.50	17.40	14.50	8.70	10.90	2.90	2.90	0.75	2.90	7.25	10.90	8.70
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13. Single axle trailer, loaded.	21.75	32.65	108.75	65.25	26.10	21.75	7.25	16.35	4.35	4.35	1.10	4.35	10.90	16.35	13.05
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(1)	(2)	(3)	(4)	(5)	(6)	(7)	(8)	(9)	(10)	(11)	(12)	(13)	(14)	(15)	(16)	(17)	(18)	(19)	(20)	(21)	(22)
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N.B.—Item 15 to 18 includes:—

The passengers and carriers of Palkies and doolies and the passengers and rickshaw men and the passenger and the rider of cycle rickshaw must each pay toll as per item I of this schedule.

19. Two wheeled carriers including draught animals, syce and luggage.	21.75	32.65	108.75	65.25	26.10	21.75	...	13.05	16.35	4.35	4.35	...	21.75	...	1.10	4.35	10.90	16.35	...	13.05
20. Four wheeled carriers including its draught animals, syce and luggage.	21.75	32.65	108.75	65.25	26.10	21.75	...	13.05	16.35	4.35	4.35	...	...	...	1.10	4.35	10.90	16.35	...	13.05
21. Cart including its draught animals and driver, empty.	14.50	21.75	72.50	43.50	17.40	14.50	...	8.70	10.90	2.90	2.90	...	14.50	...	0.75	2.90	7.25	10.90	...	8.70
22. Cart including its draught animals and driver, loaded.	21.75	32.65	108.75	65.25	26.10	21.75	...	13.05	16.35	4.35	4.35	...	21.75	...	1.10	4.35	10.90	16.35	...	13.05
23. Pony carts including its pony and driver empty.	14.50	21.75	72.50	43.50	17.40	14.50	...	8.70	10.90	2.90	2.90	...	...	...	0.95	2.90	7.25	10.90	...	8.70
24. Pony cart including the pony and driver loaded	21.75	32.65	108.75	65.25	26.10	21.75	...	13.05	16.35	4.35	4.35	...	21.75	...	1.10	4.35	10.90	16.35	...	13.05



(1)	(2)	(3)	(4)	(5)	(6)	(7)	(8)	(9)	(10)	(11)	(12)	(13)	(14)	(15)	(16)	(17)	(18)	(19)	(20)	(21)	(22)
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N.B.—Items 19 to 24 inclusive: The passengers, other than the syce or driver or cartage and carts must each pay tolls as per item 1 of this schedule.

25. Horses with driver syce or both each.	7.25	10.90	36.25	21.75	8.70	7.25	..	4.35	5.45	1.45	1.45	1.45	..	..	..	0.40	1.45	3.65	5.45	..	4.35
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26. Pony with driver or syce or both each.	.25	10.90	36.25	21.75	8.70	7.25	..	4.35	5.45	1.45	1.45	1.45	..	..	..	0.55	1.45	3.65	5.45	..	4.35
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27. Asses or mules unladen with driver each.	7.25	10.90	36.25	21.75	8.70	7.25	..	4.35	5.45	1.45	1.45	1.45	..	..	..	0.40	1.45	3.65	5.45	..	4.35
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28. Asses or mules laden with driver, each.	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..
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29. Bullocks, buffaloes or cows unladen, each.	..	..	..	..	..	..	..	5.55	..	..	..	..	7.25	7.25	5.45	..	..	..	..	..	..
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(3)	(4)	(5)	(6)	(7)	(8)	(9)	(10)	(11)	(12)	(13)	(14)	(15)	(16)	(17)	(18)	(19)	(20)	(21)	(22)
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4.35	6.55	21.90	13.05	5.25	5.35	...	2.65	3.30	0.90	0.90	..	7.25	..	0.25	0.50	2.20	3.30	...	2.65
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30. Bulls, buffaloes,  
cows or calves un-  
laden each.

1.45	2.20	7.25	4.35	1.75	1.45	2.20	0.90	1.10	0.30	0.30	1.45	1.45	..	0.10	0.30	0.75	1.10	..	0.90
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31. Sheep, goats, swine  
or similar animals,  
each.

1.45	2.20	7.25	4.35	1.75	1.45	..	0.90	1.10	0.30	0.30	..	1.45	..	0.10	0.30	0.75	1.10	..	0.90
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32. Dogs each.

N.B. :- Items 30 to 32  
inclusive :- The  
rates for these  
three items shall  
not apply to live-  
stock carried as  
load and shall  
be exempted from  
tolls under the  
condition laid  
down in the note  
below item 1 of  
this schedule.



(1)	(2)	(3)	(4)	(5)	(6)	(7)	(8)	(9)	(10)	(11)	(12)	(13)	(14)	(15)	(16)	(17)	(19)	(20)	(21)	(21)	(22)
33. Elephant gear or howdah.		122.40	183.50	...	..	..	122.40	...	108.75	...	54.40	54.45	...	...	...	18.85	98.00	98.00	122.40	...	...

34. Each school boy or girl or college student without cycle using the ferry while going to and from school or school playing field shall pay per month.

...	...	...	...	...	...	...	...	...	...	...	6.70	6.70	...	...	...	2.20	7.25	7.25	...	...	4.35
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35. Each school boy or girl or college student with cycle using the ferry while going to and from school or school playing field shall pay per month.

...	...	...	...	...	...	...	...	...	...	...	7.70	7.70	...	...	...	4.35	11.60	11.60	...	...	8.70
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36. Duck hen etc. (per basket)

...	...	...	...	...	...	...	...	2.90	...	...	...	...	...	...	...	...	...	...	...	...	...
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37. Milk 16 lbs. capacity (per tin)

...	...	...	...	...	...	...	...	1.85	...	...	...	...	...	...	...	...	...	...	...	...	...
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38. Birds each

...	...	...	...	...	...	...	...	...	...	...	...	...	0.15	0.15	...	...	...	...	...	...	...
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