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GOVERNMENT OF PAKISTAN  
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NATIONAL TRANSPORT RESEARCH CENTRE

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RE-ORGANIZATION OF ADMINISTRATIVE CONTROL OF TRANSPORT

NTRC-13

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## RE-ORGANIZATION OF ADMINISTRATIVE CONTROL OF TRANSPORT

Administrative organization of transport sector at present leaves much to be desired. To say the least, it is extremely fragmented. Air transport is looked after by the Ministry of Defence, while Ministry of Communications is entrusted with Ports, Shipping, Inland Water Transport, Roads and Road Transport. On the other hand, Railways are the exclusive responsibility of Ministry of Railways. Ministry of Defence beside air-transport looks after defence matters while Ministry of Communications is also entrusted with Telegraphs, Telephones, Post Offices and Enemy Property.

This arrangement has two undesirable aspects. Firstly it creates problems of co-ordination among the individual modes for comprehensive planning and development. The fragmentation of the administrative control does not allow any ministry to have an overview of the transportation system of the country as a whole and therefore results in each ministry pursuing development policies from the very narrow angle of their respective sub-sectors of transport in isolation from others. As a consequence they are often in direct competition with each other for obtaining the largest slice of development funds for their respective sub-sectors. This results in considerable waste of manpower and financial resources which a poor country like Pakistan cannot afford. Secondly, the present arrangement does not allow the executive head of

the concerned ministry, with the exception of Railway, to give undivided attention to the mode of transport placed under his administrative control.

The net result is that no ministry has been able to develop any indigenous expertise in planning and research in the field of transport. There is no recognition of the fact that the state of the art in the field of transportation as in many other fields, is changing very rapidly and the emphasis during past two decades is on comprehensive approach. The ministries have not been able to keep pace with the latest development in the field of transportation. The tendency has been to meet the needs as they arise.

Similarly it was due to fragmentation of administrative control of transport that National Transport Research Centre was established in the Planning Commission. As a matter of fact, the right place for an institution like National Transport Research Centre is in the concerned administrative ministry rather than Planning Commission.

It may be mentioned that even the most advanced and industrially developed countries of the World, with little or no problem of resources, do not allow this type of luxury even in the name of free enterprise and fair competition among the sub-sectors of the transport. They have come to the realization that the most desirable way of providing transportation services i.e. carrying goods and passengers

with utmost economy, safety and efficiency, is to approach the problem in a comprehensive manner and provide an overall system of transportation in which each mode of transport performs a specified function and is complimentary to others. Any system which creates undesirable competition among the various modes of transport is uneconomical to operate and encourages wasteful expenditure of scarce resources.

It may be noted that the fullest possible co-ordination among the individual modes can only be achieved if the administrative control of all these modes of transport is brought under one administrative agency, as is the case in most European countries and the U.S. It is, therefore, proposed that a Ministry of Transport be created by bringing together Civil Aviation, Ports, Shipping, Inland Water Transport, Roads and Road Transport. Ministry of Railways should be abolished while Ministry of Communications should look after Telegraph, Telephones and Post Offices, alongwith Enemy Property, if these two latter items cannot be transferred to some other more appropriate ministries, the National Transport Research Centre should also be moved to the Ministry of Transport.

The proposed organizational chart may be seen at Annex-I. The salient features of the proposed set up are as follows:

- (i) One Secretary would be Incharge of the total transport sector which would ensure

continued co-ordination even if there is no Minister present at any given moment due to political dead-lock in forming Cabinet as happens sometimes in the case of parliamentary form of government or for any other reason.

- (ii) The Ministry has been divided in two distinct parts namely Administrative Secretariat and Planning Wing. The Secretariat staff would take care of day to day affairs and implement policy decisions. The planning side would help evolve long and short term policy decisions.
- (iii) The organization is sub-divided into four logical groups at the level of Additional-Secretary. All the Inland surface transport modes which normally compete with each other are placed under one Additional Secretary, while the remaining modes are placed under another Additional Secretary.
- (iv) Since the administrative matters of an organization of such nature and size are numerous and require policy decision, it would be necessary to entrust the administration to an Additional Secretary. It would also avoid involving the Secretary with minor administrative matters and help him concentrate on major policy issues.
- (v) The most important aspect of the proposed setup is emergence of a strong Planning Wing, It is obvious that with out an effective planning and research unit, the ministries tend to become mere post offices carrying on correspondence

Even where ministries make some efforts and take the initiative, the advice tendered can only be taken with a grain of salt. Since it is not based on sound research, it can at best be an educated guess. As a result of this situation the quality of project preparation and other planning efforts in the concerned ministries have been extremely unsatisfactory.

It may be recognized that planning and research go hand in hand. Unless the planning is supplemented by a strong and viable research arm, it loses its currency and may no longer be relevant to the rapidly changing situation. As a matter of fact, without the benefit of a continuing research, the planning techniques may also become out-dated. The basic assumptions used as inputs of planning such as operating cost, thumb-rules and other planning standards unless continuously evaluated, tested and updated, become outdated. As a result the quality of planning and its appropriateness to the current situation can become irrelevant. It is, therefore, imperative that in the proposed Ministry of Transport a strong research arm for the Planning Wing is provided to help it carry out the planning tasks effectively.

- (vi) The liaison with the executive agencies should be maintained at the level of Joint Secretary as per following details :

Joint Secretary, Railways - Railways Board

Joint Secretary, Roads & Road Transport.	- Provincial Highways Deptt: - Federal Transport Corpn
Joint Secretary, Ports, Shipping & Inland Water Transport.	- D.G., Ports & Shipping - Port Qasim Authority - Karachi Port Trust - National Shipping Corp: - Pakistan Shipping Corp:
Joint Secretary, Civil Aviation.	- Director General, C.A. - P.I.A.C.

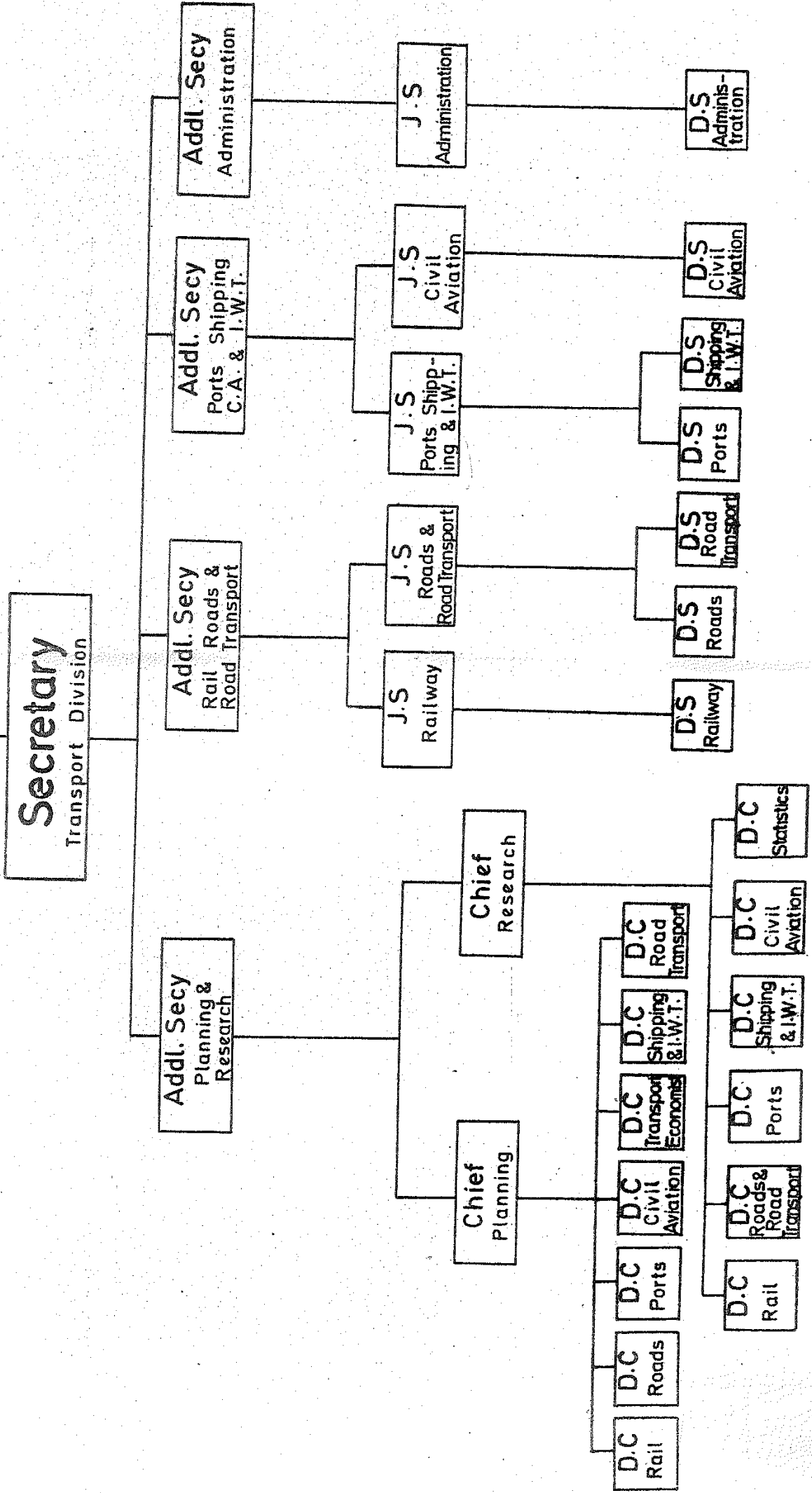
- (vii) The Planning Wing would undertake the following tasks:
- a. Thorough examination of development proposals prepared by the executive agencies.
  - b. Preparation of A.D.P. for transport sector.
  - c. Preparation of long term and short term development plans for transport sector.
- (viii) Sub sectoral specialization in the planning as well as secretariat side should be developed at the level of Deputy Chiefs and Deputy Secretaries.
- (ix) The Research Wing should be helped by a Statistician for proper data collection, processing and tabulation while a Transport-Economist should advise the planning section in the matters of economic viability of project.

- (x) The research section should undertake only planning research and should leave the industrial, experimental, laboratory and other types of research to the concerned agencies.
- (xi) The planning unit would act at counterpart to the respective section of Planning Commission and the Provincial Planning and Development Departments.

The proposed re-organization would make two Chiefs and two Deputy Secretaries working in the relevant ministries as surplus. Against this two Additional-Secretaries and 7 Deputy Chiefs would be required as additional staff. The remaining requirement would be met by re-grouping and consolidating the existing staff of the relevant ministries. It may be noted that the additional staff is required mainly for Planning and Research Wing which is at present totally absent in the existing staff and additional staff required is given in Annex - II.



# Ministry of Transport



SANCTIONED STRENGTH

1. P o s t	2. Ministry of			5. Planning Division (NTRC)	6. Total Existing	7. Ministry of Transport	8. Surplus/ Deficit
	3. Ministry of Communications (Transport)	4. Ministry of Defence (Civil Aviation)	Ministry of Transport				
Secretary	1	-	-	-	1	1	-
Additional Secretary.	1	1	-	-	2	4	- 2
Joint Secretary	2	1	1	-	5	5	-
Chiefs/Directors	3	-	-	1	4	2	+ 2
Deputy Chiefs/ Joint Directors	2	-	1	3	6	13	- 7
Deputy Secy.	4	2	3	-	9	7	+ 2