

**RAILWAY CONVENTION COMMITTEE**  
**(1971)**

**FOURTH REPORT**

**COMMERCIAL & ALLIED MATTERS**  
**( PART II )**



**LOK SABHA SECRETARIAT**  
**NEW DELHI**

*March, 1973/Chaitra, 1895 (Saka)*

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CORRIGENDA

Fourth Report of the Railway Convention  
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<u>Page</u>	<u>Para</u>	<u>Line</u>	<u>For</u>	<u>Read</u>
1	1.3	6	"Overcrowding"	"Overcrowding"
2	1.6	Table	"570.81"	"510.81"
	Total MG. (last Col.)			
3.	1.6	Table	"0.16"	" 0.16 "
	NG AC (last col.)			
5.	1.14	4	"Continuous"	"Contin-uous"
10	1.25	5	"Fourth "	"Fourth"
11	1.28	Last	"2,393"	"1,393"
	Line of Table le Col.4			
14	1.40	5	"(February) 1973"	"(February, 1973)"
15	1.42	8	"Units"	"Unit"
18	1.56	2	"electric"	"Electric"
20	1.62	5	"various"	"varies"
22	1.67	6	"Arkonam"	"Arkonam"
28	1.88	2	"1970-71"	"1971-72"
35	1.116	22	"for"	"far"
44	1.145	11	"ond"	"and"
44	1.146	7	"he"	"the "
45	1.49	4	"Madras"	"Madras"
49	1.164	8	"passenger's"	"passenger"
50	1.169	4	"taking"	"taking of"
58	2.12	7	"operations"	"operation"
61	2.26	4	"thinking of"	"thinking"
62	2.30	8,9	Delete the sentence	"No more...life"
68	2.50	5	"operation"	"operational"
71	2.60	3	"of reproduced (Appendix VI)"	"is reproduced below: "
72	2.67	2	"on"	"of"
73	2.69	4	"condensed"	"condemned"
78	2.86	7	Delete the words	"crowded.... appropriate"

<u>Page</u>	<u>Para</u>	<u>Line</u>	<u>For</u>	<u>Read</u>
86	footnote	1	"improved"	"informed"
87	footnote	1	"para"	"para 11"
88	3.26	2	"conclusions"	"conclusion"
90	4.2(9)	4	"troughp"	"troughs"
102	4.42	16	"misused to"	"misused. To"
105	4.57	6	"it"	"is"
109	4.74	3	"tdotal"	"total"
114	4.96	4	"costs"	"cots"
121	4.127	4&5	"haulted"	"hauled"
123	4.135	7	"promises"	"premisses"
125	5.3	1	"Passenger"	"Passenger"
126	5.7	6	"perstige"	"prestige"
126	5.7	7	"caunots"	"cannot"
*127	5.11(iv)	1	"strictor"	"stricter"
189	S.No.36	2	"Mail"	"Mail trains"
190	S.No.39	1	"trains"	"trains like"
203	S.No.83	1	Read "83" against	Para No.287
			and delete "2.84"	
206	S.No.91	1	"partinent"	"pertinent"
206	S.No.92	20	"any"	"and"
210	S.No.106	1	"of"	"the"
214	S.No.118	7	"as"	"as a"
215	S.No.122	3	"to"	"do"
217	S.No.129	11	"those"	"these"
*181	S.No.10	7	"reserch"	"research"



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## RAILWAY CONVENTION COMMITTEE, 1971

Shri R. K. Sinha—*Chairman*

### MEMBERS

2. Shri Y. B. Chavan
3. Shri S. R. Damani
4. Shri M. Deiveekan
5. Shri K. Hanumanthaiya
6. Shri M. Kalyanasundaram
7. Shri Mohd. Shafi Qureshi\*
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14. Shri Pitamber Das
15. Shri Harsh Deo Malaviya\*\*
16. Shri Chakrapani Shukla
17. Shri Nageshwar Prasad Shahi
18. Shri M. P. Shukla.

### SECRETARIAT

Shri Avtar Singh Rikhy—*Joint Secretary*

Shri G. D. Sharma—*Deputy Secretary*

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\*Nominated to be a Member of the Committee *w.e.f.* 18th August, 1972 *vice* Shri S. M. Krishna, resigned from the Membership of Lok Sabha.

\*\*Nominated to be a Member of the Committee *w.e.f.* 24th May, 1972 *vice* Shri Mahitish Purkayastha resigned from the membership of Rajya Sabha.

## INTRODUCTION

I, the Chairman of the Railway Convention Committee, 1971 having been authorised by the Committee to present this Fourth Report on their behalf present this Report on "Commercial and Allied Matters (Part II)".

2. The Railway Convention Committee took the evidence of the representatives of the Ministry of Railways on "Commercial and Allied Matters" on the 18th and 19th December, 1972. The Committee wish to express their thanks to the Chairman and Members of the Railway Board and the Financial Commissioner for Railways for placing before the Committee the material that they wanted in connection with the examination of the subject.

3. The Committee also wish to thank the Members of Parliament, Railwaymen's Unions, Chambers of Commerce and Industry, Professional Organisations, Retired Railway Officers, Public Undertakings, State Governments and other individuals who have furnished memoranda to the Committee and given valuable suggestions on the working of the Indian Railways (*Vide Appendix XIII*).

4. The Committee also wish to thank the Federation of Indian Chambers of Commerce and Industry, New Delhi; the Federation of Associations of Small Industries of India, New Delhi; the Associated Chambers of Commerce and Industry, Calcutta; National Institute for Training in Industrial Engineering, Bombay, National Federation of Indian Railwaymen, New Delhi and Sarvashri D. D. Desai, M.P., G. D. Kandelwal, K. B. Mathur, D. V. Reddy and R. P. Srivastava for appearing before the Committee and making valuable suggestions.

5. The Report was considered and adopted by the Committee at their sitting held on the 27th March, 1973.

6. The summary of recommendations/conclusions contained in the Report is appended to the Report (*Appendix XIV*).

NEW DELHI;  
April 2, 1973.  
Chaitra 12, 1895 (S).

R. K. SINHA  
Chairman,  
Railway Convention Committee.

## CHAPTER I

### OVERCROWDING ON INDIAN RAILWAYS

1.1. The Committee have in this Chapter confined themselves to the problem of overcrowding on non-suburban trains. So far as sub-urban trains are concerned, the problem has been separately dealt with by the Committee in their Second Report on "Suburban Services".

#### A. Growth of Non-Suburban Passenger Traffic

1.2. The following figures indicate the rate of growth of passenger traffic and comparative rate of increase in passenger services during the years 1960-61 to 1971-72:—

(In million)

Year	Passenger Kms.	Vehicle Kms.
1960-61	65,847	3,595
1965-66	79,059	4,277
1966-67	83,676	4,350
1967-68	88,095	4,371
1968-69	87,425	4,391
1969-70	92,596	4,450
1970-71	95,068	4,636
1971-72	101,000	4,804

1.3. The Committee are informed that overcrowding exists practically on all the trunk routes of the Indian Railways though not necessarily on all trains. On certain trunk routes, only certain trains, whose timings are comparatively better suited to the passenger needs, are overcrowded on account of natural passenger preference. This type of overcrowding is not possible to tackle because it is just not possible to run more than one train at the same or even similarly convenient timings. However, by provision of heavier traction, viz., diesel or electric loco, wherever possible, accommodation on trains has been increased by adding on an average 3 more coaches according to hauling capacity of the locomotive.

1.4. So far, 38 pairs of main line passenger carrying trains have been placed under diesel/electric traction. Further dieselisation of long distance Mail/Express trains is being done on a programmed basis having regard to the availability of diesel locos.

1.5. The difficulty in easing overcrowding on the trunk routes by way of introducing additional trains is the lack of capacity both in section and at terminal stations. Most of the trunk routes carry very heavy goods as well as passenger traffic. Either the section capacity is fully utilised and there is no possibility of introducing any additional train at all or the little spare capacity is reserved for dealing with the increasing goods traffic. Unless section capacity as well as terminal capacity is adequately developed, it will not be possible to provide any substantial relief to ease overcrowding. "So far, Planning, on account of paucity of funds, has been basically goods traffic oriented. Planning of facility for passenger trains, which unlike goods trains, is a losing concern, had had a deferred priority." Although section capacity is being gradually developed though primarily for goods traffic, development of passenger terminal facility at major capital towns like Delhi, Bombay, Calcutta, Madras, Secunderabad is posing a serious problem, both on account of paucity of funds and physical limitation in development.

1.6. The Committee enquired about the forecast of growth of non-suburban passenger traffic (class-wise) during the Fourth Plan period and the actual materialisation of traffic so far. The Ministry have accordingly furnished the following details of the expected originating traffic (class-wise) as at the end of 1973-74, and the actual materialisation during 1969-70, 1970-71 and 1971-72:—

Class	Passenger originating (anti- cipated) as at end of 1973-74	Actual materialisation		
		1969-70	1970-71	1971-72
<i>Broad Gauge</i>				
AC	0.35	0.23	0.28	0.28
First .	6.50	4.90	4.43	4.58
Second .	9.00	7.34	6.72	6.80
Third .	774.00	666.92	680.24	713.56
TOTAL	789.85	679.39	691.67	725.22

Class	Passenger originating (anti- cipated) as at end of 1973-74	Actual materialisation		
		1969-70	1970-71	1971-72
<i>Metre Gauge</i>				
A.C.	0.02	0.02	0.02	0.02
First	1.70	1.56	1.44	1.48
Second	3.05	3.96	3.55	3.61
Third	10.00	479.98	492.69	505.00
<b>TOTAL</b>	<b>514.77</b>	<b>485.52</b>	<b>497.70</b>	<b>570.11</b>
<i>Narrow Gauge</i>				
A.C.	—	—	—	0.16
First	0.22	0.15	0.16	0.16
Second	0.23	0.20	0.17	0.15
Third	43.55	47.28	46.35	49.80
<b>TOTAL</b>	<b>44.00</b>	<b>47.63</b>	<b>46.68</b>	<b>50.11</b>
<i>All Gauges</i>				
A.C.	0.37	0.24	0.29	0.29
First	8.42	6.26	5.68	5.09
Second	12.28	10.81	9.73	9.84
Third	1327.55	1162.87	1188.53	1236.29
<b>TOTAL</b>	<b>1348.62</b>	<b>1180.18</b>	<b>1204.23</b>	<b>1252.31</b>

NOTE: The number of passengers carried on the individual Zonal railways shown above represent the sum total of the number originating on home line, that received at break of gauge junctions from the home or other Indian Government Railways as also at the same gauge junctions with other Indian Government Railways and that received from Non-Government Railways. The total number carried shown for the Broad, Metre and Narrow Gauge systems excludes the element of duplication involved in number received at same gauge junctions from other Indian Government Railways. Similarly, the total number carried shown for Indian Government Railway system as a whole excludes, in addition, the element of duplication involved in the traffic received at break of gauge points with home or other Indian Government Railways.

1.7. The Committee pointed out during evidence that during the decade ending 1969-70, the growth of passenger Kms. had outstripped the growth in vehicle kilometres, the relevant figures being 40 per cent and 26 per cent respectively. They enquired about the present position in this regard as compared to the year 1960-61, the reasons

for the imbalance and the steps proposed to be taken in this regard during the Fifth Five Year Plan. The representative of the Ministry stated that the number of passenger Kms. had increased by 38.5 per cent in 1969-70 over 1960-61 as would be seen from the figures given below:—

Year	Passenger originating
1960-61	909
1969-70	1,180
1970-71	1,204
1971-72	1,252

1.8. The representative of the Ministry added that passenger vehicle Kms. had increased only by 26.7 per cent upto the year 1969-70, the reason being that in the earlier plans more importance was given to the movement of goods and developing facilities therefor, particularly in the Eastern region. It was only sometime after the middle of the Third Plan that more attention was paid to the movement of passenger traffic.

1.9. The Committee enquired about the steps taken by the Railways to tackle the problem of overcrowding. The representative of the Ministry stated that the main bottleneck in this regard was the lack of terminal capacity in the metropolitan cities of Delhi, Bombay, Calcutta and Madras where the traffic was increasing by leaps and bounds. Because of extreme congestion at these stations, it was not possible to take in any additional trains. Surveys had, therefore, been ordered for doubling of two major trunk routes *viz.* Bombay-Delhi and Delhi-Madras and the findings were expected shortly. In the meanwhile, some temporary measures had been taken for extending the terminal facilities. For example, in Bombay area, facilities had been extended in Dadar so that the trains could be terminated there. Similarly, some trains were being terminated in Delhi-Sarai Rohilla. The Railways were also thinking of setting up a third terminal in Delhi by shifting the metregauge terminal from its present site so that the number of broadgauge lines could be increased.

1.10. The representative of the Ministry further stated that overcrowding was very much less on the branch-lines. In fact, some trains had only 30 per cent occupation. Overcrowding was, by and large, prevalent only on long-distance Mail and Express trains. The Railways were, therefore, augmenting the loading capacity of these



trains by providing diesel engines which could haul as many as 22 coaches on the metregauge and 17 to 18 coaches on the broad-gauge as against 13 coaches usually hauled by a steam loco. The Janata and Express trains were being increasingly dieselised.

1.11. The Committee enquired about the forecast and actual materialisation of non-suburban passenger traffic during the Fourth Plan and the steps taken to cater to the growing volume of passenger traffic. The representative of the Ministry stated that the non-suburban third class traffic had increased by about 4 per cent during the first three years of the Plan i.e. from 1162.87 millions in 1969-70 to 1236 millions in 1971-72. During 1972-73 it was expected to go upto 1280 millions.

1.12. To meet the increasing requirements of passenger traffic, the Railways were trying to increase the accommodation per coach so that they could carry more passengers. In place of some of the existing first class coaches which could carry 22|24 passengers, it was proposed to provide chair car coaches which could carry 48|60 passengers. It was also proposed to introduce some third class double decker coaches for short journeys of 3 to 5 hours. As such coaches would be heavier and more costly, their economics was being studied and firm conclusions in this regard would be possible after the blueprints were ready and quotations were received from manufacturers.

1.13. In reply to a further question, the representative of the Ministry informed the Committee that the tendency all over the world was for the railways to shed the passenger and parcel traffic for the airways and roads excepting in Japan where the volume of passenger traffic was still very high.

1.14. In a further note on the question of augmenting the sectional and terminal capacity on trunk routes during the Fifth Five Year Plan, the Ministry have stated that creation of additional line as well as terminal capacity, wherever required, is a continuous process. The major constraint that is now increasingly being felt is the terminal capacity at metropolitan terminals for dealing with additional trains. These terminals are located in the middle of important cities like Bombay, Delhi, Calcutta, Madras, Secunderabad etc. Expansion has been taking place to some extent in the past. The limits of such expansion have now been reached and it is extremely difficult, in some cases impossible, to have further expansion due to built up areas all round. As it is felt that any minor improvements are not

likely to solve the long-term problems, surveys have been ordered for imaginative planning in these areas as indicated below:

*List of Surveys for augmentation of terminal facilities*

Name of Survey	Date of sanction
1. Remodelling of Bombay VT main line and suburban station for extension of platforms, washing and stabling sidings for dealing with longer trains and provision of another passenger terminal in Parel/Dadar area (Central Railways)	15-12-1971
2. Techno-economic survey for terminal and sectional facilities required or dealing with suburban and non-suburban traffic in Howrah and Sealdah Divisions (Eastern Railway)	7-4-1972
3. Engineering-cum-traffic survey on Basin Bridge-Tri-vellore section and ancillary traffic facilities at Madras Central (Southern Railway)	23-8-1971
4. Bangalore-Engineering-cum-traffic survey for terminal facilities (Southern Railway)	4-6-1972
5. Engineering-cum-traffic survey for a common suburban terminal at Royapuram (Southern Railway)	14-8-1972
6. Third Terminal at Delhi-Study being conducted by MTP (R)	July, 1971
7. Provision of auxiliary terminal facilities in Bombay area (Western Railway)	21-12-1972
8. Proposal for a survey for terminal facilities in Calcutta (South Eastern Railway)	Sanction of survey estimate under consideration.

Further action will be taken on receipt of these survey reports.

1.15. The Ministry have further stated that whereas the Fifth Five Year Plan is still under formulation, various line capacity works such as laying of double lines etc. have already been sanctioned and are under execution and certain others are under consideration for sanction. Details of doublings, already sanctioned and in progress over certain important routes are indicated below:

<i>Doubling in Progress</i>	Length in Kms.
<i>Delhi-Madras Route</i>	
Tughlakabad-Ballabgarh 3rd line . . . . .	18.30
Hetampur-Rairu . . . . .	38.96

Dabra-Sonagir	19.03
Gher-Dholpur	6.55
Bijrotha-Dailwara	18.73
Jiron-Jakhlam	7.05
Dhaura-Karonda	14.97
Besai-Bahina	12.00
Doubling of bridges on Chambal and Betwa rivers between Gher- and Hetampur and Basai-Macatila	1.26
Bhugan-Nagri	39.31
Majri-Tadali	19.33
Balharshah-Manickgarh	9.65
Macherial-Poddampet	8.96
Raghavapuram-Kolanur	20.70
Kolanur-Bisugirsheriff	21.11
Kazipet-Mahabubabad	70.58
<i>Delhi-Bombay Route</i>	
Champan Road-Kharsalia	25.21
Samaliya-Pilol	12.25
Mathura-Bayana	75.43
Kota South Cabin-Gurla (excl. bridge over chambal river)	8.22
Guria-Lakheri	35.03
Alnia-Ranganjmandi	49.59
<i>Madras-Calcutta Route</i>	
Vijayawada-Nidadavle	127.00
Kovvur-Rajahmundry including the construction of rail-cum-road bridge over Godavari	7.16
<i>Madras-Cochin Harbour Terminus</i>	
Podanur-Madhukarai	9.66
Madhukarai-Olavakkot	42.00
Dasampetti-Tirupattur	31.64
Erode-Uttukuli	37.85
Alwaye-Ernakulam	19.00

1.16. After completion of these works it is expected that additional line capacity will be available for introduction of additional

trains, both freight and passenger. Much will depend upon the freight traffic forecasts for the Fifth Plan period which are in the process of being assessed at present. However, efforts will be directed to reduce overcrowding on long-distance trains to the maximum extent possible.

1.17. The Committee note that during the decade ending 1969-70, while the growth of passenger Kms. has been about 40 per cent, the growth in vehicle Kms. has only been about 26 per cent which indicates that the growth of passenger transport has lagged behind the growth of passenger traffic. It has been admitted by the Ministry of Railways that overcrowding exists practically on all the trunk routes and that the main bottleneck in this regard is lack of sectional as well as terminal capacity in the metropolitan cities of Bombay, Delhi, Calcutta and Madras which have reached saturation point and it is not possible to provide any additional train. It has been explained by the Ministry that planning, on account of paucity of funds, has been basically goods traffic-oriented, and that planning of facilities for passenger trains had had a 'deferred priority' as it is a losing activity and that it was only some time after the middle of the Third Plan that more attention was paid to the movement of passenger traffic.

1.18. The Committee are constrained to observe that the provision of transport facilities for passengers has not received as close an attention of the Railways as it should have, in view of the dependence of a large number of people on rail transport particularly for long distances. While the Committee concede that the constraint on resources can be a limiting factor for provision of adequate passenger facilities and amenities, they would have imagined that there was for that very reason a greater need for perspective and detailed planning so as to allocate the scarce resources appropriately in the order of priority.

1.19. The Committee are convinced that if this careful planning had been done right from the beginning of the first Plan, the Railways would not have been faced with such an acute problem of congestion on trunk routes as well as rail transport for metropolitan and other capital cities. The Committee would stress that the Working Groups constituted by the Planning Commission to go into the requirements of Passenger Traffic for the Fifth Plan should examine the matter in all its aspects with special reference to the backlog which has accumulated in the matter of provision of adequate transport facilities to passengers particularly on the trunk

routes so as to suggest a concrete plan of action with proper priorities.

1.20. Another aspect which the Committee would like to focus attention upon relates to the difficulties which are being experienced by the Railways in developing passenger services to metropolitan and other leading cities. The Committee feel that had the Railways taken timely action to acquire land in metropolitan and other leading cities, they would not have been placed in the present difficult situation. Even now the question of acquiring adequate land for providing the requisite facilities for running of passenger and other goods services should be taken up at the highest level by the Railways with the State Government authorities. The Committee need hardly stress that the Railways have already, in many of these places, large areas of land and they should leave no stone unturned to put the available resources to the maximum use in the interest of providing transport facilities.

1.21. The Committee would also like the Railways to take advance action from now to see that wherever the trends of traffic so require, action is taken to acquire additional land and develop other related facilities.

1.22. The Committee cannot stress too strongly the need for planning for passenger transport on realistic basis by the Railways to meet the needs of mass transportation in the wake of growing industrialisation of the country and the rise in the income of its expanding population, particularly on trunk routes and for long distance travel for which the Railways are ideally suited. The allocations to be made for the Railways should, therefore, take care of the imperative need for developing the terminal facilities in the metropolitan cities as well as for developing the matching sectional capacity on the trunk routes so that more trains could be run and the problem of overcrowding could be effectively tackled.

1.23. The Committee note that the Ministry have already ordered a number of surveys for augmenting the terminal capacity in important metropolitan cities and sanctioned certain line capacity works which are under execution. As the problem of overcrowding is very acute, the Committee expect the Ministry to execute the schemes expeditiously. The Committee trust that while building new terminals, the Railways would take care to locate the stations at places convenient to the public.

1.24. In the case of services for branch lines, the Committee feel that there is need for systematic survey so as to identify the pattern and density of traffic. The Committee understand that the modern trend is to cater for short distance rail travel by diesel rail cars which are compact units, easy in maintenance and operation. The Committee would like the Railways to prepare a perspective plan for improving passenger services in branch lines keeping in view the density of traffic and the financial return.

### B. Requirements of Passenger Coaches and Locomotives

1.25. The Committee enquired about the requirements of coaching stock and locomotives for the anticipated levels of traffic during the Fourth Plan and the financial implications thereof. The Ministry have stated that the total requirements of passenger coaches and locomotives to cater for the traffic projections during the Fourth Plan period (c.f. para 1.6) along with their costs (on additional as well as replacement accounts), as estimated in 1968-69 are as below:

Requirements	No.	Cost (in crores of rupees)
<i>Coaches</i>		
Broad Gauge	4125	75.08
Metre Gauge	2125	39.94
Narrow Gauge	168*	1.14
TOTAL	6450	116.16
<i>Locomotives</i>		
Broad Gauge		
Diesel	85	18.27
Electric	130	22.62
<i>Metre Gauge</i>		
Diesel	18	2.97
TOTAL	233	43.86

(\*revised to 200 in January 1971)

### Coaches

1.28. The physical progress of procurement of coaches *vis-a-vis* the total provision during the Fourth Five Year Plan period upto 1971-72 along with the anticipations for the years 1972-73 and 1973-74 is given below:

Coaches	Procurement Actuals (1969-70 to 1971-72)	Anticipated		Total	Shortage
		1972-73	1973-74		
B. G.	2062	907	1053	4022	103
M. G.	1573	453	280	2306	..
N. G.	13	50	60	123	77
<b>TOTAL</b>	<b>3648</b>	<b>1410</b>	<b>2,393</b>	<b>6,451</b>	<b>180</b>

1.27. It has been stated that the shortfall in the procurement of coaches during 1969-70 to 1971-72 has been due to the failure on the part of the Jessops who have not been able to achieve the target of production. They are being pressed to improve their out-turn.

1.28. The Committee enquired about the steps being taken to augment the production capacity for passenger coaches for meeting the increasing requirements. The representative of the Ministry stated that as against a target of 6,450 coaches during the Fourth Plan, the production upto the end of 1971-72 plus the anticipated production in 1972-73 and 1973-74 was 6,451 coaches. There was a slight shortfall in respect of B.G. coaches which had been made up in MG coaches. In spite of the shortfall in Jessops, they were able to go ahead with the help of I.C.F. and BEML. The capacity of the former was being stepped up from 640 to 750 coaches per annum. It had already been increased to 700 and next year they would be producing 750 coaches. The BEML, Bangalore, were also taking steps to increase their production from 270 to 400 coaches per year.

1.29. In a further note, it has been stated that it is expected that the BEML will be able to turnout 300 coaches during 1973-74, 350 during 1974-75 and 400 during 1975-76 and onwards. The marginal increase in the capacity of I.C.F. and BEML during the Fourth Plan period would ensure that the coaches required during the Plan are fully procured.

1.30. The representative of the Ministry further informed the Committee during evidence that during the Fifth Five Year Plan, it was proposed not only to activate Jessops so that they could achieve a higher rate of production but also to convert the Railway Workshop at Izzatnagar in U.P. into a coach factory at a minimum cost and within the shortest possible time. It was proposed to build up a capacity of 150 coaches a year in Izzatnagar so that the shortfall if any, in Jessops could be met.

1.31. The Committee enquired about the production capacity of M/s. Jessops and the steps taken to see that the production was stepped up to match the available capacity. The representative of the Ministry stated that production capacity of M/s. Jessops was 300 MG coaches and 72 BG electrical multiple units per year. The firm had not been able in recent years to produce more than 200 metre gauge coaches. Recently they had been permitted to taper down wagon production so that they could step up the out-turn of coaches to the desired extent. Their production in regard to EMU coaches had been particularly poor, being only 36 units last year. Their two main difficulties were, labour and finance. It had been found that the manpower content in the coaches built by Jessops was 2½ times that of the I.C.F. Whereas the I.C.F. were allowed 45000 man hours for a EMU coach, Jessops wanted as many 1,04,000 man hours as the labour in the factory had been "somewhat out of control". Moreover, their machinery and methods of work were not comparable to those of the I.C.F. where production was fashioned to achieve maximum results. The firm had, therefore, been asked to study the working of I.C.F. and adopt the methods followed there so that they could reduce the man hours per coach spent by them.

1.32. So far as the problem of finance was concerned, as a result of several investigations made into the working of the firm by the Bureau of Costs, it had now been decided by Government to permit greater inputs of finance. A Technical Committee, consisting of 2 Railway Officers whose services had been loaned to the Ministry of Industrial Development, was presently investigating the possibility of increasing the production capacity of the Company. They were expected to complete their survey by the end of the month. On receipt of the survey, it would be possible to indicate what further steps could be taken by the Company to step up their production.

1.33. The representative of the Ministry further stated that Jessops wanted a higher price for their EMU coaches so that they could increase the production. A settlement in this regard had since been arrived at. The Company would now concentrate on production of EMU coaches so that overcrowding in Suburban Services of



the metropolitan cities could be tackled. The firm would also step up production of metre gauge coaches by stopping production of wagons excepting a few tank wagons.

1.34. In reply to a further question, the representative of the Ministry stated in view of the fact that more than 50 per cent of the shares of Jessops were owned by Government or Government Corporations, the question of taking over the firm would be examined so that the manufacturing capacity available in this unit could be fully utilised.

1.35. In a further note on the subject, the Ministry have stated that persistent efforts to insist upon M|s. Jessops to achieve their target of production have been made both by letters and during negotiations. But they have not been able to fulfil their commitments for one reason or the other, as will be evident from the actual out-turn of M.G. Coaches during the past three years given below:

Year	M.G. Coaches		DC EMUs	
	Actual out-turn	Target	Actual out-turn	Target
1969-70 .	274	300	60	72
1970-71 .	190	300	36	72
1971-72 .	158	300	26	72

1.36. In regard to M.G. coaches, M|s. Jessops, who are turning out I.R.S. type, have been asked to switch over to integral type. They have since submitted a list of equipment that may require to be imported to enable them to commence manufacture of coaches to integral design. The proposal is under examination. Although M|s. Jessops failed to come up to the target for the I.R.S. coaches, the total requirements of coaches during IV Plan has been duly met by stepping up the capacity adequately at I.C.F. and B.E.M.L. to ensure that coaches required during IV Plan are fully procured.

1.37. In the case of B.G. DC EMUs, the low production of M|s. Jessops' was because the firm were reluctant to step up production pending a price agreement for higher prices for the next contract, despite repeated negotiations. Considering the delay in the Jessops negotiations and the poor-out-turn in this interim period, the Board considered the question of stepping up the EMU output from I.C.F. so as to make good this shortfall. The facilities available at I.C.F. Madras, were analysed and a tentative decision was taken to step

up the outturn of EMUs at I.C.F. from the existing level to a level of 45 Motor coaches along with equivalent trailers in 1973-74 and further increase the same to 60 Motor coaches per year with trailers from 1974-75 onwards and to take steps to ensure availability of electricals for this output to the maximum extent from the indigenous sources and for the rest to be covered with imports. However, after a series of discussions culminating in the negotiations held in September, 1972 the firm have now agreed to a price acceptable to the Railways. The firm have now assured a target out-turn of 9 EMU coaches per month.

1.38. Hence, it may be appreciated from the above that every action had been initiated for making good the shortfall in production from Jessops and the steps analysed and formulated in this connection will be kept in readiness to be implemented in case of any future shortfall by this firm.

1.39. In reply to a question about the expenditure incurred during the Fourth Plan on procurement of coaching stock (gauge-wise) on additional account, the Ministry have stated that the approximate costs of the coaches manufactured and placed on line on additional account during the years 1969-70, 1970-71, 1971-72 and 1972-73 are as under (figures for 1973-74 have not been finalised yet):—

(Rs. in crores)			
Year	BG	MG	Total
1969-70	13.30	5.74	19.04
1970-71	10.85	4.48	15.33
1971-72	21.48	5.55	27.03
1972-73 (Estimated)	22.00	5.55	27.55
<b>GRAND TOTAL</b>	<b>67.63</b>	<b>21.32</b>	<b>88.95</b>

1.40. The Committee note that as against the plan programme of placing 6450 coaches on line on additional account during the Fourth Plan period, the procurement during the first three years of the Plan was of 3,648 coaches. It was stated by the Railway Minister in his budget speech (February) 1973 that an additional 1177 BG and 247 MG coaches would be pressed into service in the current

year (1972-73). The expenditure on provision of coaching stock so far has been of the order of about Rs. 89 crores as against the Plan provision of Rs. 116 crores. The Committee trust that the production units would be fully geared up so that the Plan target for provision of 6,450 coaches is fully achieved.

1.41. The Committee would also stress that higher priority should be given for provision of additional coaches to lower class where the congestion is most acutely felt by a large number of travelling public. The Committee would also like the Railways to intensify the research and design coaches which would provide maximum comfort consistent with seating/sleeping capacity for long distance travellers.

1.42. The Committee find that the performance of Jessops with regard to production of MG coaches (and EMUs) has not been very satisfactory. They are surprised to learn that the number of man-hours per coach required by Jessops is 2½ times that required by the I.C.F. As majority of shares of the Company are held by Government, the Committee see no reason why Government did not take effective and expeditious steps to streamline the functioning of this Units so as to optimise its production. Now that the firm would be turning out integral coaches of the type produced by I.C.F., it is necessary to ensure that the number of man hours per coach required by Jessops are comparable to those of the I.C.F.

1.43. The Committee would like the Ministry to report to the next Railway Convention Committee the action taken on the report of the Technical Committee appointed to investigate the possibility of increasing the production capacity of Jessops and the results achieved.

1.44. The Committee note that the Railway Board propose to convert the workshop at Izzatnagar (N.E. Railway) into a coach factory. As the capacity in a number of other loco, carriage and wagon repair workshops, particularly those which have past experience in manufacturing passenger carriages also, is likely to become surplus with the extension of electric/diesel traction, the Committee would like the Railways to prepare a comprehensive plan for utilising such spare capacity for manufacture of coaches to meet the growing requirements during the Fifth Plan.

#### *Locomotives*

1.45. Following is the physical progress of procurement of locomotives *vis-a-vis* the total provision during the Fourth Plan period

upto 1971-72 along with the anticipations for the year 1972-73 and 1973-74. It may, however, be clarified that as no separate figures are kept exclusively for procurement of locomotives for passenger traffic only, the following figures are composite, indicative of the requirements having an element of both for passenger and freight traffic requirements and progress thereof:

Locomotives	Plan provision	Pro-curement Actuals (1969-70 to 1971-72)	Anticipated		Total	Short-fall
			1972-73	1973-74		
<i>Diesel</i>						
BG	375	185	70	90	345	30
MG	175	70	40	50	160	15
NG	10	10	..	10	20	+10
TOTAL	560	265	110	150	525	35
<i>*Electric</i>						
BG AC } AC/DC }	247	247	41	56 } 2 }	217	30
DC	53	9	14	12	35	18
TOTAL	300	127	55	70	252	48

\*Note : The entire production of AC & AC/DC locos is on additional account while that of DC locos is on replacement account.

1.46. The out turn of diesel locomotives during 1969-70 to 1970-71 was seriously affected due to non-receipt of electric traction equipment from Heavy Electricals Limited, Bhopal and delay in receipt of BG axles from import sources due to strike in France and the ships having to take longer route around the Cape. There was also difficulty in the availability of certain materials like air brakes, axles, alloy steel, section items, tubes and pipes etc. from indigenous sources.

1.47. However, with the improvement in the availability of material from various sources, it is expected that the production would be stepped up during 1972-73 and 1973-74 to fulfil the procurement programme.

1.48. So far as electric locos are concerned, the production in Chittaranjan Locomotive Works in the Fourth Plan has not come up to expectation for reasons such as shortage of supplies from normal

assured sources and the diversification in the production at Chittaranjan Locomotive Works which became necessary to meet the changing needs of the Railways' rolling stock. Due to this diversification coupled with the need to achieve a greater degree of indigenisation, many new items involving difficult design features and requiring sophisticated manufacturing techniques had to be indigenously developed either at Chittaranjan Locomotive Works or at various suppliers' works. Production of these items lagged behind the requirements and this adversely affected production.

1.49. The Committee enquired to what extent the shortfalls in procurement of locomotives during the Fourth Plan had affected the programme for easing overcrowding on existing trains and introduction of additional passenger trains. The representative of the Ministry stated in evidence that there was likely to be some shortfall in diesel and electric locos. In regard to diesel locos, there would be a shortfall of 45 mainline diesel locos due partly to short supply of electric equipment from HEIL Bhopal and partly due to foreign exchange difficulties. As regard electric locos, there would be a shortfall of 30 AC and AC/DC electric locos and 8 DC electric locos.

1.50. The Committee enquired why steps were not taken in advance to ensure the procurement of all the electric locomotives required and to what extent the shortfall would result in more overcrowding on the Railways. The representative of the Ministry stated that the total number of electric locos procured upto 1971-72 was 127 of which 118 were AC and 9 DC locos. During the current year, they expected to build 41 AC locos and 11 DC locos and during the next year it was planned to build 56 AC locos and 19 DC locos. It was expected that these 127 additional locos to be built during the last two years of the Fourth Plan would be adequate for meeting the progress of electrification schemes. The progress of manufacture of electric locomotives in the Chittaranjan Locomotives was hampered because they had to complete the order for steam locos. The staff had been transferred from the steam side to the electric side and the production was now picking up. They were taking necessary steps to augment the production capacity of Chittaranjan Locomotive Works upto 80 locos a year.

"1.51. In a further note explaining the reasons for shortfall in procurement of electric locos and its impact on running of passenger services, the Ministry have stated that the main reason for the drop in production in the first 3 years of the Plan was due to multiplicity of design of locos being concurrently produced at Chittaranjan Locomotive Works. CLW was still engaged in the production of steam locos and had also undertaken the production of diesel shunters. In

addition the old design of AC/FT locos was given up and a new series of AC/MT locos started from the year 1970-71.

1.52. There has also been certain set-back in the production in the current year 1972-73 when 22 AC/MT locos are expected to be completed and despatched in all respects and another 19 locos are expected to be completed but not despatched due to shortage of traction motors as CLW has experienced large scale trouble on traction motors being currently built under technical collaboration of a foreign firm.

1.53. This set-back in the year 1972-73 is likely to be made up in 1973-74 as steps have been taken to augment the availability of traction motors by increased production after suitable modification in the design to overcome the defects leading to failures and set-back in production during 1972-73, supplementary imports and diversion of part of HEIL production meant for DC Electric locos towards meeting the requirements of AC electric locos.

1.54. Availability of adequate supply of critical items is being ensured by imports wherever necessary and augmentation of indigenous supplies.

1.55. The shortage of 18 DC electric locomotives which have been provided on replacement account is not expected to have any material affect on the running of passenger services. It may mean continuing the overaged locos operating goods services for some more time. As regards the shortage of 30 AC locomotives, it is mentioned that the total locomotive fleet as on 31st March, 1972 in terms of steam locos was 9053 on the broad gauge. It is expected that by 1973-74 this figure will go up to 9500. In this context it is felt that the shortage of 30 locomotives will only be marginal and will not have any material affect on the running of passenger services.

1.56. The Committee note that the actual procurement of diesel and electric locos upto the end of 1971-72 was of the order of 255 diesel and 127 electric locos against the composite target of 560 diesel and 300 electric locos, both for passenger and goods traffic during the Fourth Plan and that there is likely to be a shortfall of 35 main line diesel locos, 30 AC and AC/DC electric locos and 18 DC electric locos.

1.57. The Committee understand that the outturn of diesel locos was seriously affected during the first two years of the Plan due to non-receipt of electric traction equipment from HEIL, Bhopal and delay in receipt of BG axles from foreign sources. The production of electric locos in Chittaranjan Locomotives Works has also been lagging behind.

1.58. The Committee are concerned to note that there has been a set back in the production of electric locos due to shortage of traction motors as Chittaranjan Locomotive Works experienced 'large scale' trouble on traction motors being currently built under technical collaboration of a foreign firm and that the set-back was partly made up by supplementary imports and diversion of part of HEIL production from DC electric locos to AC electric locos. The Committee would like Government to thoroughly investigate how large scale troubles have developed in traction motors which are built under technical collaboration with a foreign firm and take remedial action.

1.59. The Committee regret that there would be a shortfall of 83 locomotives i.e. nearly 10 per cent in the availability of diesel and electric locomotives as compared to the Plan target. The Committee note that steps have been taken to augment the availability of traction motors after suitable modification in the design and other measures. The Committee consider that in view of the unsatisfactory position with regard to production of diesel and electric locos during the first three years of the Fourth Plan, all out efforts will have to be made to ensure that there are no further shortfalls in the programme for procurement of 260 diesel and 125 electric locos during 1972-73 and 1973-74.

1.60. As already pointed out by them in paragraph 2.71 to 2.74 of their First Report on Accounting Matters, the Committee feel that there is need for integrated planning between the Ministry of Railways and the Ministry of Industrial Development etc. so as to ensure that electric traction motors and other ancillary parts like axles, wheels etc. become available in time and in adequate quantity to match the production schedule of the manufacturing Units at Varanasi and Chittaranjan.

1.61. The Committee would suggest that Government may consider appointment of a high powered task force which would ensure by means of an integrated planning that traction motors and other requirements of wheels, axles, etc. become available to the production units of Railways in accordance with the scheduled programme.

### C. Occupancy Ratio

1.62. The Committee enquired if any study of the extent of overcrowding in the trains had been made recently by the Railways and if so, what the extent of overcrowding in each class of travel was, the sections on which it was prevalent and the specific measures taken in this regard. The Committee are informed that occupation

of various classes of accommodation provided in the trains is assessed twice a year through a census once in April-May and again in October-November. According to the latest census, overcrowding is prevalent chiefly in third class unreserved accommodation on the following sections and various from 110 to 200 per cent of the seating capacity:—

Section	Percentage of occupation of unreserved seats Third class
<i>Broad Gauge</i>	
1. Delhi-Bombay Central . . . . .	168
2. Delhi-Bombay VT. . . . .	133
3. Delhi-Madras . . . . .	186
4. Delhi-Amritsar . . . . .	160
5. Madras-Cochin . . . . .	159
6. Madras-Bangalore. . . . .	145
7. Bombay VT—Lucknow . . . . .	150
8. Lucknow—Agra. . . . .	130
9. Howrah-Patna Barauni . . . . .	167
10. Howrah-Puri . . . . .	112
11. Patna-Dhanbad. . . . .	123
<i>Metre Gauge</i>	
1. Delhi-Ahmedabad. . . . .	152
2. Lucknow-Katihar . . . . .	193
3. Madras-Trivandrum/Tuticorin. . . . .	215
4. Delhi-Jodhpur. . . . .	120
5. Jaipur-Jodhpur . . . . .	137
6. Secunderabad-Bangalore. . . . .	139

1.63. On the basis of the results of the periodical census of occupation of trains, action is taken to relieve overcrowding by introducing additional trains or extending the runs of existing trains having regard to the availability of resources by way of rolling stock and sectional/terminal capacity. During 1971-72 and from 1st May, 1972, 83 non-suburban trains were introduced/extended involving the running of 9062 additional train kilometres daily. In order to provide additional accommodation, the loads of existing trains are augmented to the extent feasible, even by switching over to heavier traction. 10 pairs of trains have been placed under diesel traction since 1st April, 1971.



1.64. During this period, 110 coaches in the composition of trains have been replaced by different types of coaches, of which 6 upper class coaches were replaced by third class coaches, and 33 sleeper coaches provided in lieu of ordinary third class coaches.

1.65. The following measures to alleviate overcrowding on the sections referred to above have been taken in recent months:

- (i) A pair of biweekly Janta Express trains between Bombay VT and Bina was introduced from 1st May, 1972.
- (ii) An additional third class through service coach was introduced between Lucknow and Agra Cantt. from 10th May, 1972.
- (iii) Load of 1 UP|ZDN. Delhi-Ahmedabad Mail was augmented by five coaches from 1st May, 1972 by placing these trains under diesel traction.
- (iv) Loads of 117DN|118 UP Madras Egmore-Madurai Pandyan Express and of 103 DN|104 UP Madras-Tuticorin Express between Madras and Tiruchirappalli were augmented by 6 coaches from 15th August, 1972 by placing these trains under diesel traction.

1.66. The Committee enquired if the Railway Board had prepared any plan for introducing additional trains during the Fifth Plan and if so to what extent, it would be possible to relieve overcrowding during the course of the Plan on the eleven BG sections and six MG sections where it was found to be prevalent at the time of the last census. The Ministry have stated in a note on the subject that Working Groups have been set up by the Railway Board under the aegis of the Planning Commission for assessing the requirement for passenger traffic during the Fifth Five Year Plan. On receipt of these reports, the proposals for the Fifth Plan period will be formulated.

1.67. Besides the measures mentioned in para 1.58 above, the following action has been taken or is proposed to be taken to provide relief on the sections.

#### *Broad Gauge*

- (i) *Bombay VT-Lucknow*

Bombay VT-Bina Janata Express introduced from 1st May, 1972 is proposed to be extended to and from Lucknow during April, 1973.

(ii) *Delhi-Madras*; and

(iii) *Madras Cochin*

A biweekly fast Janta Express has been introduced between Delhi and Cochin|Managalore with effect from 26th January, 1973. It will serve Madras route upto Gudur and Madras-Cochin|Mangalore routes between Armonam and Cochin|Mangalore.

(iv) *Patna-Dhanbad*.

A direct train has been introduced between Patna and Dhanbad via main line, from 1st November, 1972.

(v) *Lucknow-Agra*.

According to offering of traffic, one third class through coach was introduced between these points from the early part of May, 1972, and another third class 2-Tier Sleeper Coach has been introduced from 1st January, 1973, involving haulage by No. 83|84 Lucknow Expresses. Thus, from 1st January, 1973, four through coaches are available between these points as against two through coaches available prior to May, 1972.

(vi) *Howrah-Puri*

A pair of biweekly express trains has been introduced on Puri-Khargpur-Rourkela section from 2nd. October, 1972.

#### *Metre Gauge*

(vii) *Delhi-Ahmedabad*

Besides dieselisation of No. 1|2 Ahmedabad Mail, it is proposed to dieselise No. 31|32 Ahmedabad-Delhi Janata Express on its heavily occupied sections during 1973-74.

(viii) *Lucknow-Katihar*.

No. 1|2 A.T. Mail has been dieselised between Lucknow and Katihar from 1st November, 1972.

(ix) *Secunderabad-Bangalore*.

It is proposed to dieselise No. 85|86 Secunderabad-Bangalore Express between Bangalore and Guntakal during 1973-74.

1.68. With regard to other sections, the question of development of line and terminal capacities is being considered for Fifth Five Year Plan.

1.69. It was stated by the Railway Minister in his Budget speech (February, 1973) that during the current year, (upto 30th November, 1972), 4840 train kms. daily have been added by the introduction of 25 new trains and extension of runs of existing 15 trains.

1.70. The Committee enquired during evidence about the criteria followed by the Railways for providing additional coaches or introducing additional trains in overcrowded sections. They also enquired about the proposals for introducing additional trains during the remaining period of the Fourth Five Year Plan in sections where the percentage of occupation had been found to be very high. The representative of the Ministry informed the Committee that a census of occupation of trains was taken twice a year in order to ascertain the sections where trains were running overcrowded. In the light of the information received, it was examined whether there was room for attaching extra coaches on a particular train. In case it was not possible, the alternatives were either to dieselise the train or introduce an additional train on the same section. Dieselisation of passenger trains was, however, done on a selective basis because diesel locos were not readily available.

1.71. He added that despite the constrains of sectional and terminal capacity, the Railways had introduced or extended 90 pairs of trains during 1969-70 and 87 pairs of trains in 1970-71. The number of additional third class coaches thus provided was 316 and 279 respectively. The 103|104 Madras-Tuticorin Express on which overcrowding had been noticed, had been dieselised with effect from 15th August, 1972 and the capacity of this train had thereby been increased from 11 to 17 coaches. The additional seating capacity in third class on this train had been augmented by 272 seats. Similarly, the Lucknow-Katihar Express had been dieselised with effect from 1st November, 1972 and the additional accommodation provided was 102 seats. It was also proposed to introduce a bi-weekly dieselised Janata Express from Delhi to Cochin|Mangalore with effect from 26th January, 1973.

1.72. The Committee further enquired about the criteria followed by the Ministry in the matter of dieselisation of passenger Services. The representatives of the Ministry stated that diesel engines were introduced on the Railway system in India primarily because on certain sections they did not have enough line capacity. Wherever

possible, this capacity was augmented by doubling or by electrification. In cases where the increase was only marginal, the section was dieselised instead of taking up new works. Secondly, priority was given to goods traffic for providing diesel engines so as to ensure better operation and increased throughput. The third priority was given to passenger traffic for increasing the loads or raising the speed of trains where justified. Subject to these priorities diesel engines were provided in areas farthest from the coal-fields.

1.73. He added that if the Railways tried to dieselise or electrify faster, there would be serious labour problems as it would affect the number of running staff and the opportunities for their promotion adversely. Dieselisation or electrification had, therefore, to be taken up gradually all over the country to avoid too much labour trouble concentrated in one area. The staff had also to be convinced that their interests were being looked after.

1.74. The Committee regret to note that according to the latest census of occupation of various classes of accommodation provided in the trains, the extent of overcrowding ranges from 12 per cent to 86 per cent on the Broad Gauge and 20 per cent to 115 per cent on the Metre Gauge in the third class. This does not obviously take into account a large number of passengers who are left behind from the Mail and Express trains on the waiting list. These figures of overcrowding which, by themselves present a sorry state of affairs, do not reflect the correct state of overcrowding in third class which is very acute, particularly on the fast Mail/Express trains.

1.75. The Committee note the plea put forward by the Railways that the constraints of resources do not permit the Railways to divert the limited fleet of diesel engines from goods to passenger traffic, particularly because the former is a paying proposition while the latter is not. The Committee nevertheless consider that the problem of overcrowding which is confined to third class, is essentially a problem of the masses and the Railways, as a premier public organisation, are duty bound to take effective steps to mitigate the sufferings of the third class passengers who contribute 87 per cent of the total passenger earnings (non-suburban) of the Railways. The massive investments made during the five year plans for modernisation and development of track, equipment, signalling and other facilities should make it possible for the Railways to provide much needed relief to the common man and to make conditions of travel comfortable to him.

1.76. The Committee would like the Ministry to make an intensive study of the areas where the problem of overcrowding is endemic and to prepare a time bound programme for augmenting the passenger services in such areas/sections by intensive utilisation of existing assets and/or by providing additional facilities and services including dieselisation.

1.77. The Committee are not fully convinced if the dimensions of the problem of overcrowding in third class have been fully realised by the Railways and whether the methodology followed while carrying out the census of occupation of passenger trains ensures a realistic appraisal of the same. The Committee would like the census operations to be so developed and refined as to provide reasonably accurate forecasts of the growth of traffic in a particular area so that advance action could be taken to cater to the traffic that may be gradually building up.

1.78. The Committee would further like the Ministry to take emergent measures to alleviate the problem of overcrowding in sections where it has been found from the last few census figures, to have reached beyond tolerable limits.

1.79. From the data furnished to them, the Committee find that the problem on certain M.G. Sections is very acute. The Committee consider that while in case of some sections, conversion into B.G. may be the ultimate solution to the problem, they would like the Ministry to take immediate steps for augmenting the facilities till such time as plans for conversion actually materialise.

#### **D. Passenger Traffic on the NG System**

1.80. The Committee pointed out in evidence that as against an anticipation of 44 million passengers expected to materialise on the NG system by 1973-74, actual traffic carried during 1969-70 and 1970-71 was of the order of 47.63 and 46.69 million respectively. They enquired if the Railway Board had taken any action to revise the programme of procurement of NG locos and coaches so as to meet the increased level of traffic. The representative of the Ministry stated that the Railways had undertaken a number of surveys for converting the narrow gauge lines into metre gauge as per the recommendations of the Uneconomic Branch Lines Committee. In

the meanwhile, action had been taken to procure 10 diesel locomotives and 20 sets of diesel cars and 200 coaches on replacement account during the Fourth Plan period. Originally, there was no provision for rail cars in the Fourth Plan but this had been included at the time of mid-term appraisal. The number of coaches to be procured had similarly been increased from 168 to 200. He added—“Ultimately, these narrow gauge lines can work and survive only, if we convert them for running more and more diesel rail cars, so that we could give the public the same service and speed as compared with the bus”.

1.81. In this connection, the representative of the Ministry further informed the Committee that they were trying an experiment of converting Ashok Leyland Chassis into rail cars in the Golden Rock Railway Workshop and to build a bus engine as simply as possible to replace the steam locomotive. If successful, this would reduce the cost of operation considerably. Orders had been placed for 10 sets of 4 coach rail cars on the workshop.

1.82. The Committee further pointed out that as against a target of 168 coaches (revised to 200 in January 1971), only 13 NG coaches were procured during 1969-70, 1970-71 and 1971-72. They called for figures of the actual procurement during 1972-73, the reasons for shortfall and the steps taken to make good the deficiency. The Ministry have informed the Committee that the actual procurement during the first 6 months of 1972-73 i.e., upto 30th September, 1972 is two NG coaches.

1.83. As for the reasons for shortfall, it has been stated that NG coaches required for each Railway are generally manufactured in its own railway workshop. In view of the uncertainty about programming coaches for NG section till the report of the Uneconomic Branch Lines Committee was available, the programme for construction of NG coaches was deferred. However, after the Uneconomic Branch Lines Committee recommend that coaches even on Uneconomic Branch Lines should be maintained in good condition, it has been decided to programme for the replacement of 200 NG coaches during the Fourth Plan period. Instructions to the Railways to take up the manufacture of 200 NG coaches on a priority basis were issued only on 26th October, 1971. It is estimated that about 100 coaches would be turned out by 31st March, 1974.

1.84. NG coaches have not been programmed on additional account during the Fourth Plan period. However, to relieve overcrowding on certain NG sections, it is proposed to introduce Diesel Cars and 20-Five Car Units have been programmed Six Units ( $6 \times 5 = 30$ ) have been ordered for manufacture by Southern Railway and they are expected to be turned out by the end of the Fourth Plan (31-3-1974).

1.85. The Committee enquired if the Railways had undertaken any census of the percentage of occupation of third class compartments on the narrow gauge system during each of the first three years of the Fourth Plan and if so what the findings were. The representative of the Ministry stated that the census figure of May-June 1972 indicated that overcrowding ranged between 30 to 187 per cent in the Central Railway; 101 to 114 per cent in the Eastern Railway; 39 to 168 per cent in the Northern Railway; 14 to 118 per cent in the North-east Frontier Railway; 37 to 61 per cent in the Southern Railway and 31 to 158 per cent in the South Eastern Railway. Out of a total of 370 narrow gauge trains, the occupation of as many as 240 trains was less than 100 per cent.

1.86. The Committee enquired if the Railways had carried out any analysis to find out if they were losing on passenger services of the narrow gauge system or on the goods traffic. The representative of the Ministry informed the Committee that the total loss on the narrow gauge lines was about Rs. 8.4 crores before the Railway Convention Committee granted certain exemptions. This had now gone down to Rs. 6 crores. However, no analysis had been carried out to ascertain the loss on passenger and goods traffic separately. The costing methods were being gradually improved and an exercise of this type would be carried out.

1.87. Asked if it would not be profitable to find out the extent of ticketless travel on the narrow gauge trains, the representative of the Ministry stated that this would also be done.

1.88. In a further note on the subject, the Ministry have stated that losses/gains on the working of Railways are worked out for individual railways for the system as a whole. These are not further sub-divided by gauges and as such, the break-up of losses on NG Lines is not available. The losses on the working of NG can

therefore, be only estimated. The estimated losses for the three years ending 1970-71 are indicated below:—

Losses on working on NG Lines (estimated)

(in Lakhs)

Railway	1969-70	1970-71	1971-72
Central . . . . .	72.91	70.31	81.26
Eastern . . . . .	12.34	16.11	19.13
Northern . . . . .	79.37	95.63	81.71
Northeast Frontier . . . . .	65.60	75.76	77.14
Southern . . . . .	18.96	18.53	17.98
South Central . . . . .	25.66	35.47	47.24
South Eastern . . . . .	243.25	300.39	300.21
Western . . . . .	112.39	138.89	124.52
<b>Total</b>	<b>630.48</b>	<b>751.09</b>	<b>748.89</b>

1.89. As to the steps taken to reduce the losses, the Ministry have stated that efforts are being continually made by the Railways to reduce losses in the working of narrow gauge lines. These efforts are directed on the one hand towards keeping a control on the expenditure and on the other towards developing traffic over the sections. Some of the measures adopted are control over the strength of the staff, conversion of stations into train halts where traffic justifies it, check on ticketless travelling, etc. Other measures which are under contemplation to reduce losses in the working of narrow gauge lines, are introduction of diesel rail cars in lieu of passenger trains and closing down of certain stations for goods booking and opening of out-agencies to cater to the goods traffic of those stations.

1.90. The Committee note that the anticipations of traffic materialisation on the NG system by the end of the Fourth Plan were exceeded by 3.63 million during 1969-70 and by 2.28 million during 1970-71. The Committee further note that the procurement programme of NG coaches has been lagging very much behind in so far as out of a target of 200 additional coaches only 15 were procured up-



to September 1972. Even assuming that the plan for procurement of 123 coaches by 1973-74 materialises, there will still be a shortfall of 77 coaches.

1.91. As the Railways are incurring a loss of about Rs. 7.50 crores per annum on the Narrow Gauge lines, any further capital investment has necessarily to be related to the prospects of a reasonable return. However, as pointed out by the Uneconomic Branch Lines Committee, the postponement of replacement of stock and lack of proper maintenance have themselves resulted in deterioration in the service—which in turn, has contributed to further loss of revenue.

1.92. The Committee, therefore, feel that the rising trend in the quantum of passenger traffic on Narrow Gauge system requires a reappraisal of the requirements of coaches and locomotives with a view to stepping up the procurement programme, if necessary. The areas where overcrowding is heavy, may be identified and plans drawn up for alleviating the hardships of passengers in such places.

1.93. The Committee welcome the proposal for introducing diesel rail cars by converting Ashok Leyland chassis into rail cars and replacing the steam locomotive by a bus engine, for providing fast inter-city service on the Narrow Gauge system wherever traffic warrants. They note that orders have already been placed for ten sets of 4-coach rail cars on the Golden Rock Railway Workshop. This measure would not only enable the Railways to reduce the cost of operations considerably and to augment their earnings, but would also dispel the impression in the public mind that the narrow gauge lines are given step-motherly treatment by the Railways.

1.94. Now that the Railways are undertaking detailed studies in passenger traffic costing, the Committee would like the Railways to ascertain precisely the losses on goods and passenger services separately on the Narrow Gauge system so that the services on which losses are being incurred could be identified and efforts made to bring down the losses and increase the earnings.

1.95. The Committee have in their third Report, recommended that a fresh survey should be undertaken to ascertain the incidence of ticketless travel on the Railways. Special attention may be given during the course of such survey to the Narrow Gauge lines where the limitation of speed is an additional factor facilitating ticketless travel. They would further suggest that intensive drives against ticketless travel may be carried out on such of sections of the Narrow Gauge system where the incidence of ticketless travel has been found to be high.

### E. Janata Expresses

1.96. The Committee are informed that Janata Express trains providing only third class accommodation have been introduced on the Railways, with the object of relieving overcrowding in third class. It has also been accepted in principle, as a long term objective to be implemented in stages, to introduce one Janata Express train on each of the trunk routes corresponding to long distance Mail and Express trains.

1.97. The Committee called for information about the number of Janata trains at the beginning of the Fourth Plan the number of such trains provided during 1969-70 to 1972-73 (so far) and the proposals if any to augment the number of such trains during the next 2-3 years. The Ministry have stated that the following Janata trains were running at the beginning of the Fourth Plan:—

#### Broad Gauge

1. 17 Dn 18 Up Madras—Delhi Janata Express	.	Daily
2. 39 Up 40 Dn. Mowrah—Delhi Janata Express		"
3. 23 Dn/24 Up Bombay Central—Delhi Janata Exp.	..	"
4. 13 Dn/14 Up Bombay—Madras Janata Express	..	"
5. 309 Dn/310 Up Bombay VT—Poona Janata Exp.	..	"
6. 7 Dn/8 Up Bombay—Ahmedabad Janata Exp.	..	"
7. 45 Up/46 Dn. Delhi—Amritsar Janata Exp.	..	"
8. 41 Dn/68 Dn and 42 Up/67 Up Bombay Allahabad/Howrah Janata Express.	..	2 days upto Howrah and 2 days upto Allahabad.
9. 61 Up/62 Dn. Howrah—Dehradun Janata Exp.	..	Weekly
10. 65 Up/66 Dn. Varanasi—Dehradun Janata Exp.	..	"
11. 37 Up/38 Dn Madras—Howrah Janata Exp.	..	Daily
12. 17 Dn/18 Up Saurashtra Janata Express	..	"

#### Metre Gauge

13. 31 Up/32 Dn. Delhi—Ahmedabad Janata Exp.	..	Daily
14. 113 Dn/114 Up Madras Egmore—Madurai Janata Express.	..	"
15. 34 Dn/33 Up Lucknow—Siliguri Janata Fast Passenger	..	"
16. 33 Up/34 Dn. Mehsana—Okha Janata Exp.	..	"

1.98. During the Fourth Plan period so far, one pair of bi-weekly Janata Express (59 Up/60 Dn) was introduced between Bombay VT and Bina with effect from 1st May, 1972. Besides, the frequency of 41 Dn/68 Dn and 42 Up/67 Up Bombay VT—Allahabad/Howrah Janata Express was increased to four times a week between Bombay VT and Allahabad from 1st April, 1969 and three times a week between Bombay VT and Howrah from 1st April, 1970. In addition, the frequency of 65 Up/66 Dn. Varanasi—Dehradun Janata Express has been increased from once a week to six days in a week with effect from 1st November, 1971.

1.99. Another bi-weekly fast Janta Express was introduced between New Delhi and Cochin/Mangalore with effect from 26th January, 1973. It has also been decided to extend Bombay VT-Bina Janata Expresses to and from Lucknow during April, 1973.

1.100. So far as proposals for the next few years are concerned, it has been stated that the proposals for the Fifth Plan period will be formulated on receipt of the reports of the Working Groups set up by the Planning Commission.

1.101. Referring to the Ministry's statement, that it had been accepted in principle, as a long term objective to be implemented in stages, to introduce one Janata Express train on each of the trunk routes the Committee enquired if the decision had been followed up with concrete proposals and a plan drawn up for implementation thereof. The Ministry have stated in a note in this regard that Janata trains on the various trunk routes have been introduced having regard to the availability of requisite resources by way of rolling stock, sectional and terminal capacity. The important trunk routes where the Janata trains have not yet been introduced are as follows:—

1. Bombay VT—Delhi
2. Bombay VT—Howrah (via Nagpur)
3. Madras—Cochin/Mangalore.

1.102. As stated earlier, a bi-weekly Janata Express has been introduced between Bombay VT and Bina with effect from 1st May, 1972. As and when additional line capacity becomes available on the Bina—Agra and Mathura—Tughlakabad sections and terminal capacity in Delhi area the question of extension of this train to and from Delhi will be duly considered.

1.103. For want of adequate terminal facilities at Howrah and Bombay VT, it has not been found feasible to introduce a Janata Express train on the Bombay VT—Howrah (via Nagpur) route. There is further limitation for the introduction of a Janata train on this route due to saturated capacity on Igatpuri—Bombay VT Section.

1.104. The introduction of an additional train on the Madras—Cochin/Mangalore route is not operationally feasible at present for want of sectional capacity enroute.

1.105. The Committee enquired if the Railways had prepared any time bound programme for dieselising the Janata Trains so that their loads could be increased and brought on par with those of express/mail trains. The representative of the Ministry stated at the moment no Janata trains were being hauled by diesel engines. The first train proposed to be introduced from 26th January, 1973 would be the Jayanti Janata Express from Delhi to Cochin/Mangalore. He added that dieselising of Janata trains would not result in any benefit because it was not possible to eliminate the large number of stoppages provided for such trains.

1.106. The representative of the Ministry observed, "The number of halts we have given at present are far too many and it does not permit us to increase the speed. Withdrawal of halts will not be easy. The other alternative is to run additional Janatas and give them limited stops. In this connection, we have also to consider another matter. At present we charge the same rate for slow express train and fast express train, unless we make a distinction, people will crowd to the fast express train leaving the slow express train under-utilised. We are looking into this matter."

1.107. The Committee note that during the Fourth Plan, the Railways have provided two pairs of bi-weekly Janata Express trains and increased the frequency of three pairs of existing trains. The introduction of Jayanti Janata Express, which provides the longest continuous rail link in the country (3020 Kms.), is a significant step taken in recent months to relieve overcrowding on a major trunk route.

1.108. The Committee consider that so far as passenger services are concerned, the requirements of third class passengers should

necessarily be the first to receive the Railways' attention. The Committee, therefore, recommend that the introduction of Janata Expresses on the three trunk routes which have not been covered so far viz. Bombay VT—Delhi, Bombay VT—Howrah and Madras—Cochin/Mangalore should be given priority during the Fifth Plan.

1.109. The Committee note that at present only one Janata Train i.e. the Jayanti-Janata Express is being hauled by diesel engines. The Committee recommend that the Janata Trains on which there is heavy overcrowding, should be placed under diesel/electric traction so that the loads/speeds of these trains could be augmented and overcrowding relieved. They further suggest that the feasibility of providing more Janata Trains between Delhi and other metropolitan cities, with limited or alternate stoppages, may be explored so as to relieve overcrowding on the existing trains and curtailing the running time between these places.

1.110. The Committee consider that the technological advancements made by the Railways in the matter of providing faster and more comfortable train services, should obviously be placed at the service of the common man. The Committee, therefore, recommend that it should be the endeavour of the Railways to provide, on other Janata Expresses, the same type of facilities and conveniences as have been provided in the Jayanti Janata Express which the Committee had an opportunity to see before its inaugural run. In fact, this train should be taken as a standard to be emulated while planning for introduction of more Janata trains. Particular attention may, however, be given to the improvement of bathing and toilet facilities in these trains.

#### F. Rajdhani Expresses

1.111. A new era of high speed rail travel was inaugurated with the introduction of the Rajdhani Express between Howrah and New Delhi with the maximum speed of 120 Kms. per hour. With effect from 1st November, 1971, the maximum speed of this train has been raised further to 130 Kms. per hour. It has been stated that in the light of the popularity of the Howrah—New Delhi Rajdhani Express, techno-economic studies have been undertaken to provide similar fast trains on other important trunk routes. Such a service has been introduced between Bombay and New Delhi (via the Western Railway route) from 17th May, 1972.

1.112. The load of the above trains viz. 101 UP/102 DN and 151 DN/152 UP Rajdhani Expresses is stated to be 8 coaches as against 10 to 18 coaches on other express/mail trains, as under:—

Full air conditioned Coach . . . . .	1
Air conditioned Chair Cars . . . . .	4
Pantry Car . . . . .	1
Generator Cum-luggage cars . . . . .	2
	<hr/>
Total :— . . . . .	8
	<hr/>

1.113. The Committee enquired if any assessment had been made with regard to the profitability of these services and if so, what the findings were. The Ministry have informed the Committee that the expenses are not booked train-wise. The Railways have not yet developed the methodology for working out the fully distributed costs of individual passenger trains. Costing of coaching services has just been taken in hand and it will take 12 to 18 months to work out the total cost of operation of an individual passenger train.

1.114. However, direct expenses of operating the Rajdhani Expresses have been broadly estimated. The direct expenses, including catering costs, of running Rajdhani Express between Howrah and New Delhi are estimated to be Rs. 16,888 per trip for the normal composition of one AC I and four AC III chair cars and Rs. 17,888 per trip with one AC I and five AC III chair cars. The direct expenses including catering costs as estimated prior to the introduction of Rajdhani Express between Bombay Central and New Delhi are Rs. 21,800 per trip for a composition of one AC I and five AC III chair cars.

1.115. The average earnings from the Rajdhani Express running between New Delhi and Howrah are about Rs. 48,000 per trip. The average earnings from the Rajdhani Express between New Delhi and Bombay Central are about Rs. 43,000 per trip. These earnings are inclusive of the catering charges.

1.116. A former Senior Railway Official has stated in his memorandum to the Committee that:

“For the last three years the Railways have been attempting to run high speed trains. Since the beginning of the Railways in India the speed of 60 miles per hour was consi-

dered to be a natural barrier. Research has indicated that our rolling stock and track structure are capable of higher speed of, say 70 to 75 miles per hour without any substantial increase in specification standards. It is only the maintenance standards of both track and rolling stock that have to be improved. The number of passenger bogies on the train has also to be reduced in order to enable the locomotive to achieve higher speed. For instance, the Rajdhani has to run with eight coaches instead of the normal sixteen. Alternatively, two locomotives have to be used instead of one. The revenue loss incurred in reducing the number of coaches on the train and the additional working expenses by way of higher maintenance of standards merely for the purpose of giving a marginal increase in the maximum permissible speed, is a luxury which Indian Railways can ill-afford at this moment. The objective is overall reduction of the transit time. This can be achieved more easily and economically by concentration on removal of temporary speed restrictions below 40 Kms. per hour in the quickest possible time than by increasing the maximum permissible speed throughout the section. This is because, for more time is lost in slowing down and accelerating a large number of times to observe the temporary speed restrictions than the time gained by increasing the maximum permissible speed marginally. The driver cannot always run at the maximum permissible speed but has to slow down for various reasons such as adverse gradients, stoppage and starting from stations, etc. Then again, the expeditious removal of speed restrictions benefit not only the fast express trains like the Rajdhani but benefit all trains including goods. Running of one train very fast as in the case of Rajdhani creates certain operating problems which affect the line capacity. In the circumstances, it is not wise to go in for more trains of the type of Rajdhani. On the other hand, the Railways should aim to get back to the standards of track maintenance and rolling stock prevalent in the thirties."

1.117. Asked to furnish their views in this regard, the Ministry have stated that most of the temporary speed restrictions below 40 Kms. per hour apply to complete track renewals and through sleeper renewal works and deep screening of ballast. With a view to the removal of speed restrictions in the quickest possible time, detailed and comprehensive instructions have been issued to the Railways

on 7th February, 1968. Further, the importance and urgent need to eliminate/minimise temporary speed restrictions has been emphasised by the Chairman, Railway Board to the Engineers-in-Chief (Track) at the Conference held on 3rd and 4th December, 1971.

1.118. No additional expenditure on permanent way maintenance has been incurred for Rajdhani routes.

1.119. During evidence the Committee enquired about the reasons for the load of these trains having been kept low and whether it was not possible to bring it at par with that of other mail and express trains. The representative of the Ministry stated that the Rajdhani Trains were introduced as a experiential measure to provide the Railways an experience of running faster trains and to maintain the track to high standards so that the Indian Railways could be counted amongst the technologically advanced Railways of the world. By creating an image for themselves among the Railways abroad, they might be able to sell their equipment to foreign countries. If the trains had to be run faster than the optimum speed, it was necessary to reduce the load or otherwise to provide two locomotives instead of one.

1.120. Asked about the economics of working of these trains, the representative of the Ministry stated that under present conditions, the Railways were able to meet the direct cost of running these services. Taking into consideration the indirect cost, the Railways were not getting as much revenue per passenger as in the case of other trains like the Kalka Mail. He added that the Rajdhani Expresses were meant primarily for providing fast inter-city overnight services and were conceived at a time when the financial position of the Railways was much better than at present.

1.121. The Committee enquired whether in view of the fact that the Rajdhani Expresses had been introduced to make an impact on the export market, any enquiries had been received from foreign countries for supply of Rajdhani type of coaches. The representative of the Ministry stated that no such enquiries had been received. In addition to the Rajdhani Express where high quality coaches had been provided, the Railways had built six first class luxury coaches to be used from terminals by foreign tourists. The models of such coaches were also being displayed in the international fairs as well as in Indian fairs. As a result of the efforts made, they had been able to export 113 coaches to Taiwan. Though not exactly of the Rajdhani type, they had the same type of fittings. Another 8 coaches



were being built for Zambia and a large tender was pending in Nigeria.

1.122. The Committee note that against a normal load of 18 coaches on other Express/Mail Trains (B.G.) hauled by diesel engines, the load of the Rajdhani Expresses is 8 coaches. Of them, only 5 coaches are passenger coaches. Further, the Railways are able to meet only the direct cost of running these services but not the indirect costs. The revenue earning per passenger from these trains is also stated to be less than that obtained on other trains like the Howrah—Kalka Mail. It has been explained by the Ministry that these trains were introduced as an experimental measure to provide the Railways an experience of running faster trains and to maintain the track to high standards so that the Railways could be counted amongst the technologically advanced railways of the world and they may be able to sell their equipment to foreign countries. Moreover, these were conceived at a time when the financial position of the Railways was much better than at present.

1.123. While the Committee can understand the anxiety and enthusiasm of the Railways to improve their technological capability by running fast trains, they are not convinced that the best method of doing it was by running prestigious trains like Rajdhani Express which are limited virtually to first class passengers. The Committee cannot help feeling that the introduction of luxury trains like the Rajdhani Expresses at a time when there is acute and chronic overcrowding on most of the routes, particularly, the trunk routes on which these trains are run, is an effort to cater to the classes rather than to the masses. The Committee consider that the line capacity and locomotive power on these busy routes i.e., Delhi—Howrah and Delhi—Bombay should have been utilised to mitigate the hardships of the 3rd class passengers rather than used to provide luxury travel to a small number of passengers. It is expected of a public undertaking like the Railways that they utilise their comfortable financial position to provide more passenger accommodation and facilities to the common man. This becomes all the more necessary as the Railways are beset with the problem of overcrowding in third class on trunk routes for want of terminal and line capacity.

1.124. In this connection, a knowledgeable person has stated that "the revenue loss incurred in reducing the number of coaches on the train (Rajdhani Express) and the additional working expenses by way of higher maintenance of standards, merely for the purpose of giving a marginal increase in the maximum permissible speed, is a luxury which the Indian Railways can ill-afford at this moment".

1.125. In view of the fact that the trains like Rajdhani Express, on Railways' own admission, are not able to cover all the charges, the Committee would like to impress that no further addition should be made to Rajdhani series of services. In fact, the Committee would like the Railways to examine the manner in which this technological advance in running of fast trains could be put to the services of the common man by operating Janata Trains which provide travel and comfort for third class passengers and would afford the much-needed relief to the over-congested third class passenger traffic on the trunk routes.

### G. Air-Conditioned Express Services

1.126. The Committee are informed that fully vestibuled air-conditioned trains, popularly called De Luxe Expresses, each with three III class air-conditioned chair cars, were first introduced on the New Delhi-Madras, New Delhi-Bombay and New Delhi-Calcutta routes as a bi-weekly service with effect from February, 1957, in the context of providing better facilities for the travelling public.

1.127. In the light of experience gained during the first year of their introduction, one of the air-conditioned chair cars was removed and three ordinary third class coaches were introduced since February, 1958. Subsequently, non-airconditioned First Class and Third Class sleeper coaches have also been put on these trains. Having regard to the popularity of these services, four additional air-conditioned rakes were put into service and utilised to run a weekly air-conditioned service each on Madras-Bombay, Bombay-Howrah and Howrah-Madras routes from April, 1967, besides increasing the frequency of the services on Bombay—New Delhi/Amritsar and Howrah-New Delhi routes from bi-weekly to 3 days in a week. However, when the public patronage of the weekly air-conditioned services on the Madras-Bombay, Bombay-Howrah and Howrah-Madras routes was found to be unsatisfactory, these were withdrawn w.e.f. January, 1970. The rakes so released were utilised to introduce a bi-weekly air-conditioned service between Bombay and Ahmedabad and also increase the Bombay-New Delhi service to 5 days in a week. Again, consequent upon non-utilisation of accommodation to full capacity on the air-conditioned service between Bombay and Ahmedabad, this has been withdrawn from 15-9-1971 and the tri-weekly service on the Howrah-New Delhi route has been increased to 5 days in a week.

1.128. The Committee find that the composition of these trains varies from 12 to 16 coaches of which 3 are air-conditioned chair car

coaches and one air-conditioned First Class Coach. Besides, 2 power cars have to be provided on each of these trains. The Committee have been informed that a close watch is being kept on the occupation on these train services and their composition has been changed from time to time in the light of utilisation of accommodation in the Chair cars. Where the services were not quite popular, they have been withdrawn and on other routes, the frequency has been increased to meet the demand.

1.129. The Committee enquired during evidence about the criteria followed for provision of air-conditioned Chair-car coaches on the Railways. The representative of the Ministry stated that these coaches were originally provided on the deluxe trains connecting Delhi, Bombay, Calcutta and Madras. Whenever it was noticed that occupancy was poor, the facility was discontinued as in the case of Madras-Bombay Express. Similarly, in the case of Rajdhani Express, the number was adjusted according to seasonal demand. While in summer, five chair-car coaches were provided on the Rajdhani Express, the number was reduced to four during winter. The demand for chair-cars was restricted to the trunk-lines connecting the metropolitan cities of Bombay, Calcutta, Delhi and Madras and between Bombay and Ahmedabad.

1.130. In reply to a question about the occupancy percentage below which the provision of such facility ceased to be economic, the representative of the Ministry stated that the chair-car facility would cease to be economic if the occupancy was less than 50 per cent.

1.131. It was stated by the Minister of Railways in his Budget Speech that it is programmed to manufacture air-conditioned two-tier sleeper coaches which can accommodate 48 persons against the present 14|18 persons in the air-conditioned coach. These coaches will replace gradually the first class and Air-conditioned coaches running on long distance trains. With such increased capacity, the number of upper class coaches in inter-city expresses could be reduced and the accommodation thus released made available to third class passengers.

1.132. The Committee note that air-conditioned express services have been provided on a number of trunk routes connecting metropolitan cities, namely, Delhi, Bombay, Calcutta and Madras and that changes have been made from time to time in the composition of the rakes of these trains in the light of actual occupancy, and where the services were not quite popular, they have been withdrawn and the rakes utilised for increasing the frequency on other

routes to meet the demand for air conditioned service. The Committee have also noted that according to the admission by the Railways, it is not economic to operate third class chair cars, if the occupancy ratio is less than 50 per cent. ... ..

1.133. The Committee would like to point out that the Railways have not yet worked out in detail the cost of running either a particular train or the diverse classes of travel. The Committee feel that as Railways are already losing Rs. 50 crores per annum on non-suburban passenger services, there is hardly any justification to run these air-conditioned expresses which would not give the normal return to Railways. The Committee would, therefore, like the Railways to review the matter most carefully in the light of the cost of operation and their occupancy ratio and replace the air-conditioned coaches by third class coaches as necessary so as to accommodate maximum number of passengers and provide some relief to over-congested trains running on the trunk routes.

1.134. The Committee would also suggest that no further construction of air-conditioned coaches should be programmed till the results of the above study are known and it is clear that these services are paying their way and the public need them.

1.135. The Committee are also strongly averse to the addition of coaches in higher classes to trains when it is well known that third class passengers have to travel in conditions of insufferable congestion.

#### H. Diesel Car Services

1.136. The Committee are informed that Diesel car services are now operating in Jullundur and Rajahmundry areas on the broad gauge, Tiruchirapalli, Mysore, Kanpur and Varanasi areas on the metre gauge, and Simla-Kalka and Burdwan-Katwa sections in the narrow gauge. The sections and the frequency are given below:—

<i>Broad Gauge</i>		
Section		No. of services.
1. Jullundur City-Nawanshahar Deoba . .		4
2. Jullundur City-Hoshiarpur. . . . .		2
3. Jullundur City-Tanda Umar. . . . .		2
4. Jullundur City-Lohain Khas		2
5. Kakinda-Samalkot . . . . .		8
6. Nidadavolu-Narasapur		4

Section	No. of Services
7. Bhimavaram Town-Narasapur	2
8. Bhimavaram-Nidadavolu	2
9. Bhimavaram-Rajahmundry	1
10. Rajahmundry-Nidadavolu	1
11. Nidadavolu-Kakinda	1
12. Kakinda-Bhimavaram	1

*Metre Gauge*

1. Tiruchirappalli-KumbaKonam	2
2. Tiruchirappalli-Tiruvarur	2
3. Do-- -Karaikudi	2
4. -Do- -Manapparai	4
5. -Do- Lalgudi	2
6. Karaikkudi-Manamadurai	2
7. Kanpur Anwarganj-Lucknow	4
8. -Do- -Do- -Brahmavart	4
9. Kanpur Anwarganj/Central Farrukabad	2
10. Ballia-Varanasi	2
11. Guntakal-Mysore	2

*Narrow Gauge*

1. Kalka-Simla	2
(In summer as many as 6)	
2. Buriwan-Katwa	2

1.137. In reply to a question if the financial results of working of the diesel car services had been compiled, the Ministry have stated that it is not possible at present to work out the fully-distributed costs of running diesel car services, which will be necessary to arrive at the financial results.

1.138. The Committee enquired if there were any proposals for extending this facility during the remaining period of the Fourth Five Year Plan. They are informed that besides the diesel rail cars already running on some of the sections at the beginning of the Fourth Plan, the Railways have procured 5 sets of 2 M.G. rail cars each during the Fourth Plan so far. 2 sets have been allotted to the Southern Railway and these were initially plying on Mysore-Bangalore Section and consequent upon the introduction of Vrinda-

ban Express on the section, these are now plying on Mysore- Bangalore Guntakal section. 3 twin sets have been allotted to the N.E. Railway and these are being utilised on Kanpur-Lucknow Section.

1.139. A proposal to manufacture 2 sets of 3 B.G. rail coach units each as proto-types for utilisation on Jullundur City-Hoshiarpur Section of the Northern Railway is being considered. 14 sets of N.G. diesel rail cars, each comprising of 5 cars (1 power car and 4 trailers) are also proposed to be procured. Orders have already been placed for 6 sets on the Southern Railway for manufacture in Golden Rock Workshop. These 6 sets are proposed to be utilised on Bangalore-Bangarpet section of the Southern Railway.

1.140. The question of extending the use of rail cars on other sections is normally decided after taking into account the various technical and economic considerations. Whether a diesel car can technically and profitably replace a locomotive-hauled train depends on various factors such as the pattern and composition of passenger and goods traffic offering, the length of the section, gradients on the section, and the comparative cost of operation of diesel rail cars *vis-a-vis* that of locomotive-hauled trains etc.

1.141. It has been represented to the Committee during their tours that diesel cars are the answer for providing the much needed passenger services between large towns and their suburban areas. The Committee would like Government to examine this matter in depth and prepare a perspective plan for introducing the diesel car services where they are justified by traffic surveys and where they will pay their way. The Committee have no doubt that if the demand is sizeable and of a sustained nature, the Railways would undertake the manufacturing programme of such cars in one of the existing production units/workshops to meet the same.

#### I. Provision of Buffer Time for Trains

1.142.A former General Manager has stated as follows in his memorandum to the Committee:—

“The Railways under the II and III Five Year Plans had programmed and completed a large number of line capacity works involving many crores of capital expenditure for increasing line capacity, but a large percentage of the additional capacity created under the Five-Year Plans has been frittered away in providing buffer times for mail and passenger trains to ensure their statistical punctuality. Despite high level directives to the effect that Mail and

Passenger trains should not only arrive at destinations punctually but should arrive punctually at all stopping stations throughout their run, very few trains do actually work to the timings given in the Time Table, during the entire run. There is hardly any incentive to do so when a lot of buffer time has been provided as a safeguard.

“When a train is running late, the Driver does put himself out to make up a minute or two between stations, which is the maximum possible on stiffly timed runs; but when the Station Master at the next station drops 2 minutes, he kills the enthusiasm of the Drivers for making up time over the subsequent section. All stations had to make up as much time as was possible from the halt time allowed when trains were running late. This directive was enforced where necessary by disciplinary action against offending station staff. But unfortunately this tradition has ceased to exist. I have noticed that in the past decade, hardly any Station Master makes a sincere effort to make up some time at his station when a train is running late; but on the other hand Station Masters are sufficiently callous to drop a few more minutes to add to the late running of trains. The tradition needs revival by a drive from the Transportation tops.”

1.143. With reference to the above observations, the Committee called for a factual note on the subject indicating in particular the reduction effected in the journey time of all Mail and Express trains running on trunk routes since the commencement of the First Five Year Plan. The Ministry have accordingly furnished a statement showing the journey time of Mail|Express trains on various trunk routes at present as compared to April, 1951. The same is given in Appendix I.

1.144. It will be seen from the Appendix that there has been a reduction in journey time in 42 out of 54 trains. Where there has been an increase of journey time, it has been primarily due to extra halts which had to be provided for such trains on persistent public demands due to natural growth of population and new industrial areas coming up. The principal increases in time have been in the Bombay-Madras and Delhi-Howrah Janata Expresses and the Amritsar Express. Their halts (up and down taken together) between 1951 and now have increased respectively, from 58 to 82, 108 to 195 and 85 to 91.

1.145. On various trunk routes, developmental works in connection with the creation of additional line and terminal capacity, including doublings, lengthening and addition of loops, opening new block stations, remodelling of station yards, electrification etc., are in progress. In addition to this, there are regular maintenance works for repairs to existing tracks, bridges, culverts etc. in progress. In order to compensate the loss of time due to cautious driving at the site of such works, extra time called temporary engineering allowance is provided. In the event of the works not being carried out on a particular day on account of rains or for other causes, this allowance is not utilised and trains on such days may arrive at the junction station correspondingly earlier than its schedule. This creates an impression that an excessive cushion of time is provided in the schedule of trains in order to show better punctuality. The provision of temporary engineering allowance is reviewed at the time of revision of time tables and reduction or addition is made having regard to the works planned to be done during the pendency of the time-table.

1.146. A certain amount of traffic recovery time is also allowed in the last lap of the run of the trains to meet the time loss due to unforeseen circumstances enroute such as alarm chain pulling, cattle-run-over cases, excess time taken at stations for passengers to entertain or detrain, excess detention at junctions to maintain important connections of trains that may be little late, natural calamity, etc. For such contingencies, the occurrence and location of which cannot be foreseen, a small margin of time is provided in the time table. These marginal allowances are, therefore, not statistical devices merely to present a picture of improved efficiency to the outside public, which impression can arise out of misconception of practical operating conditions. All such time-allowances are periodically reviewed to ensure that these are the minimum necessary according to the conditions prevailing in the field. There has been no frittering away of the capacity provided by such provision of time allowance.

1.147. From the data given above, the Committee find that in 18 cases there has been an increase or only a marginal decrease in the journey time of trains. They enquired about the reasons for the inability of the Railways to affect a general appreciable reduction in the journey times in view of better track facilities, signalling facilities and higher locomotive power. The Ministry have replied that as pointed out earlier the increase in the number of stoppages provided for most of the trains has been the main factor responsible for increase or only marginal decrease in the journey time. It may also



be mentioned that as traffic, freight and passenger, increases on the sections where the capacity is saturated, the number of crossings is increased and some trains inevitably have to be slowed down in the process of providing extra time for these increased crossings.

1.148. Moreover, when works are undertaken on such sections for doubling, considerable remodelling of stations takes place and additional engineering time allowance is required during the pendency of such line capacity works. Even after the works are over in the initial period of working of the double line, speed on the newly-laid line is restricted and is not raised to the maximum till the lapse of considerable time. These factors militate against reduction in the over-all journey time.

1.149. The Committee pointed out during evidence that some margin of time was provided in the time table as traffic recovery time for unforeseen contingencies such as chain-pulling, cattle run-over cases, excess detention etc. the occurrence or location of which could not be foreseen. They enquired about the justification for providing such margins irrespective of the occurrence of any event and whether it would not be better to provide tight time schedules the delays if any could be explained by the actual occurrence of the contingency. The representative of the Ministry stated that recovery time was allowed in the last lap of the run of the train to meet the time lost due to various unforeseen circumstances that came into play en route because any dislocation in one train put out of gear the running of trains, on the entire section. It was done on a scientific basis and the number of unusual occurrences that took place day after day made it necessary that this should be retained.

1.150. He added that a certain amount of rigidity had been introduced in the working of the Railway system due to the recommendations of the various Accident Enquiry Committees. In pre-Independence days, the load of the trains was much less and they used to run fast as they were booked at the maximum permissible speed without any margin. After the report of Sir John Thom Committee on Bihita accident was received, it was considered necessary to allow some margin of time. Moreover, certain amount of time had also to be allowed as waiting time for connections at junction stations.

1.151. The Committee observe that in the case of 12 out of a total of 54 Mail/Express trains, the journey time as in May 72 has increased while in the case of 6 others it has decreased only marginally, as compared to the position obtaining in April, 1951. The trains whose journey time has increased substantially are the Bombay-Madas and

the Delhi-Howrah Janata Expresses, the increase being between 1 hr. 45 minutes and as much as 3 hours 40 minutes. This is stated to be due to the larger number of halts now provided to these trains.

1.152. The Committee also note that besides the extra time allowed for compensating the loss of time due to development works or regular maintenance works, a certain amount of traffic recovery time is also allowed in the last lap of the run of the trains to meet the time loss due to unforeseen circumstances such as alarm chain pulling, cattle run-over cases, natural calamity etc.

1.153. While the Committee realise that safety considerations do necessitate provision of some buffer time, they are not quite convinced about the necessity for making provision for contingencies which may or may not occur. In any case, for ensuring that the running as well as station staff are constantly alert and vigilant, it is necessary that they are given a tight time schedule to work upon. The fact that while the journey time of most of the Mail/Express trains has been reduced while in the case of a few others it has increased, calls for a detailed study. It is high time that the Railways realise that besides their operational convenience there is an over-riding consideration of the time of the public being lost in travelling. The Committee, therefore, recommend that the Railway Board may review the position in all its aspects.

1.154. It may, in particular, be examined if the traffic recovery time allowed in the time tables is not on the high side and whether this practice may not be stopped altogether so that the impression in the mind of the public that they are an alibi for the Railways' own inefficiency, is removed. Moreover, the delays that occur enroute due to unforeseen circumstances, could always be explained by the actual occurrence of an event.

1.155. The Committee suggest that the study proposed above may cover not only Mail/Express trains but also the passenger trains.

1.156. The Committee consider that stiffer time schedules would help the Railways to tone up the efficiency of the staff and incidentally provide better and quicker service to the travelling public by cutting down irksome delays. This would also help the Railways to work out the cost of travel, class-wise, on a more rational basis.

1.157. It may also be useful for the Railways to study the position obtaining in this regard on some of the foreign Railways.

1.158. The Committee would further like the Railway Board to ensure that the extant instructions requiring that trains should not only arrive at destinations punctually but that they arrive punctually at important stopping stations enroute are strictly enforced and that any lapses on the part of the staff are taken serious note of.

### J. Speed of Passenger Trains

1.159. It has been stated in the brochure 'Central Facts and Major Problems—February, 1973' as follows:—

“There have been persistent demands from the public for speeding up of the existing services, and the Railways have been trying to meet these as far as possible. However, most of the important Mail|Express trains are already running at maximum permissible speed. The only way of speeding up the existing trains is to curtail some of the existing halts of Mail|Express trains but such a course is usually objected to by the public served by such stations....

“The changeover of traction from steam to diesel locomotives has invariably resulted in acceleration of some trains, but the use of diesel engines has necessarily to be confined to selected trains and routes.”

1.160. It has been further stated in the “Review of the Performance of Indian Railways—February 1973”, that—

“Speeding up of passenger trains has been receiving constant attention. In the time tables which came into force from 1st May and 1st November, 1972, as many as 110 and 134 trains respectively were speeded up by 15 minutes or more. The maximum speed of a number of long-distance mail and express trains on the trunk routes has been increased from 100 kilometres per hour to 110 kilometres per hour.”

1.161. The statement given below shows the proportion of (i) double and multiple track to total route length and of (ii) haulage by diesel and electric traction to total haulage of passenger trains during the years 1970-71 and 1971-72 as compared to the position obtaining in 1960-61 and 1965-66.

Proportion of double and multiple track to total route length and of haulage by diesel and electric traction to total haulage

	1960-61	1965-66	1970-71	1971-72
I	2	3	4	5
1. Percentage of multiple track to total length				
road Gauge	24.09	31.15	36.31	36.98
Metre Gauge	1.19	1.76	1.79	1.81
Total including Narrow Gauge	11.96	16.01	18.66	19.26
2. Percentage of total train kilometers (including departmental) operated by-				
Broad Gauge (Diesel traction)	0.05	7.48	28.16	44.79
(Electric)	12.80*	1.55	13.04	21.56
Metre Gauge (Diesel traction)	0.05	1.11	19.52	35.1
(Electric)	2.80*	0.15	0.52	0.56
Total incl. N.G. (Diesel traction)	0.09	5.38	25.42	8.57
(Electric)	8.93*	1.09	9.14	15.62
(Combined diesel & electric traction)	7.83	22.61	37.59	40.17

@ Includes proportion of mixed train service.

\* Including Electric Multiple Unit train performance also.

Source:—Review of performance (Feb.,73) P. 40.

1.162. The Committee note from the above that the percentage of multiple track to total length has improved by over 7 per cent while that of diesel and electric traction to total train Kms. (Passenger) has shown an improvement of about 16 per cent over the last eleven years. In addition, heavy capital investment has been made during this period on modernising the signalling and communication facilities, improving track standards and maintenance and other measures adopted to facilitate high speed operation.

1.163. While the Committee note that the journey time of most of the Mail/Express trains has been brought down during this period, in the absence of any data as to the average speeds of passenger trains, it is difficult to say if the improvement affected is commensurate with the additional facilities provided at high capital cost and whether the speeds of Passenger trains on the routes on which such facilities have been provided, have also shown any improvement.

1.164. The Committee would, therefore, like the Efficiency Bureau of the Railway Board to undertake a study of the speeds of passenger trains in India, Mail/Express as well as ordinary, in relation to the better traction power, increased line capacity and other facilities provided since the commencement of the First Five Year Plan. A comparative study of the speeds of passenger trains in India and other leading foreign Railways taking into account, the density of traffic, both goods and passenger's may also be useful.

1.165. The Committee would further suggest that in the light of such a study the Railway may undertake a detailed review of the time tables and prepare a phased programme for acceleration of passenger trains some of which are notorious for their slow speeds, so that they may be able to compete successfully with bus transport which is now increasingly making inroads into the Railways' domain of medium distance travel. In a country which is fast becoming industrialised, there is increasing accent on proper utilisation of time. The Committee cannot but strongly stress that Railways should make a concerted drive to improve the speeds of trains, particularly those which cater to the transport requirements of common man. In fact, the Committee would like the Railways to mention specifically the improvements made in the running of the passenger trains in their annual reports, so that the Members of Parliament and the public know, whether any appreciable improvement in this respect has been achieved, consistent with the heavy investment which is being made year after year in improving signalling, track, yards, terminal facilities, traction power etc.

### K. Detentions at Signals

1.166. The North Bihar Chamber of Commerce and Industry have stated in their memorandum to the Committee that "If the working time-table is strictly followed by the staff, there is little chance of detention of trains. Trains are mostly detained because of confusion created by the train working staff. There is general complaint amongst the rail users that there are undue detentions of trains at signals and that leads to misconnection of trains and overcrowding on subsequent trains. Misconnections are also caused to great disadvantage to travelling public as the trains steam off from Jn., Stations even while another train is almost in."

1.167. Another knowledgeable witness has stated that:

"When passenger trains with provision of such liberal buffer times do not lose time on their runs, they are kept waiting for long spells at a station immediately before the terminal as they cannot be admitted into the terminal station more than 5 minutes ahead of the schedule time. The passengers are thus subjected to the annoying experience of being kept waiting only a mile or two ahead of their destination."

1.168. The Committee enquired about the causes of such detentions, whether any statistics in this regard were kept and the steps that were taken to ensure that the trains were detained at signals only when necessary and to the minimum extent. The representative of the Ministry stated in evidence that trains were detained at signals for three reasons. One was by free trippers who pulled the chain in order to get down at a point convenient to them. Secondly, the platform on which the train had to be received may not be free due to the departing train having been detained. Lastly, there might be a cross movement in the face of an approaching train. He added that each case of detention of a train outside the signal was meticulously examined by the control office of each Division every day at the level of the COPS. However, no statistics in this regard were maintained.

1.169. In a further note in this regard, the Ministry have stated that detentions short of signals coming to notice through Control phones, Supervisors' Report, Guards' Journals or engine tickets are taken up including the taking disciplinary action against the officials responsible in case of avoidable detentions.

1.170. The Committee have in their Third Report recommended that the Ministry should undertake a study of the places/areas where

there is regular stopping of trains at signals with a view to analyse the causes thereof and in particular, to ascertain, to what extent this is due to operational difficulties so that necessary remedial measures may be taken to minimise such detentions.

1.171. The Committee would further suggest that in order to keep a strict watch on the incidence of such detentions which not only enable habitual ticketless travellers to get away undetected but which also result in misconnection of trains, avoidable waste of time of a large number of passengers and overcrowding in subsequent trains, the Railway Board may issue instructions to all Railways to maintain complete statistics in this regard indicating broadly the reasons for such detentions and the effective steps taken to avoid their recurrence.

## **.CHAPTER II**

### **CLASSES OF TRAVEL**

#### **A. Earnings from and losses incurred on Passenger Traffic**

2.1. At present the following classes of accommodation are provided by Indian Railways:—

- (i) Air-conditioned Class
- (ii) Air-conditioned Chair Car
- (iii) First Class
- (iv) Second Class
- (v) Third Class

} There are also sleeper coaches of these classes for which sleeping surcharge is levied in addition to the normal fares.

2.2. Following is the break-up of the number of passengers (Sub-urban and non-Suburban) travelling by each of the above classes and earnings therefrom during the last 3 years:—



Statement showing the number of originating passengers (Class-wise) during the years 1969-70, 1970-71 and 1971-72

(In millions)

Year	AC	IInd Class		Third Class		Total all classes				
		Mail	Ordy.	AC, Chair Car	Mail Ordy.	Total	Total			
1	2	3	4	5	6	7	8	9	10	11
<b>1969-70</b>										
Non-Suburban	0.25	6.27	3.73	7.07	10.80	0.34	144.49	1017.89	1162.72	1180.04
Suburban	..	79.30	0.02	0.04	0.06	..	0.50	1078.54	1079.04	1158.40
TOTAL	0.25	85.57	3.75	7.11	10.86	0.34	144.99	2096.43	2241.76	2338.44
<b>1970-71</b>										
Non-Suburban.	0.29	5.68	3.42	6.31	9.73	0.35	154.76	1033.30	1188.41	1204.12
Suburban	..	72.37	0.02	0.03	0.05	..	0.52	1154.08	1154.60	1227.01
TOTAL	0.29	78.05	3.44	6.34	9.78	0.35	155.28	2187.38	2343.01	2431.13

	1	2	3	4	5	6	7	8	9	10	11
<b>1971-72</b>											
Non-Suburban		0.29	5.88	3.37	6.46	9.83	0.36	167.23	1068.60	1236.19	1252.18
Suburban		..	77.16	0.01	0.03	0.04	..	0.51	1205.74	1266.25	1283.46
<b>TOTAL</b>		0.29	83.04	3.38	6.49	9.87	0.36	167.74	2274.34	2442.44	2535.64

(Source: Supplement to the Reports of the Railway Board for 1970-71 and 1971-72 P. 63)

Statement showing the Earnings from Passengers carried (Class-wise) during the years 1969-70, 1970-71 and 1971-72

(In millions of Rupees)

Year	ACC	First Class	II Ind Class		Third Class		Total all Classes			
			Mail	Ordy.	AC Chair Car	Mail Ordy. Total				
<b>1969-70</b>										
Non-Suburban.	24.68	175.93	61.23	25.13	26.36	13.2	1012.62	1189.32	2215.14	2502.11
Suburban	..	28.17	0.06	0.12	0.18	..	0.88	257.27	258.15	286.50
<b>TOTAL</b>	24.68	204.10	61.29	25.25	26.54	13.2	1013.50	1446.59	2473.29	2786.61

<b>1970-71</b>										
Non-Suburban	32.25	199.27	69.54	23.71	93.24	16.81	1107.10	1206.88	2330.79	2655.56
Suburban	..	31.12	0.06	0.11	0.17	..	0.98	266.21	267.10	299.39
<b>TOTAL</b>	<b>32.25</b>	<b>230.39</b>	<b>69.60</b>	<b>23.82</b>	<b>93.41</b>	<b>16.81</b>	<b>1108.08</b>	<b>1473.09</b>	<b>2597.89</b>	<b>2954.95</b>
<b>1971-72</b>										
Non-Suburban	31.52	220.07	80.44	24.24	104.68	19.05	1229.25	1273.61	2521.91	2872.18
Suburban	..	34.45	0.06	0.11	0.17	..	0.91	287.58	288.49	323.11
<b>TOTAL</b>	<b>31.52</b>	<b>254.52</b>	<b>80.50</b>	<b>24.35</b>	<b>104.85</b>	<b>19.05</b>	<b>1230.16</b>	<b>1561.19</b>	<b>2810.40</b>	<b>3201.29</b>

Source:—Supplement to Annual Reports of Railway Board for 1969-70 and 1970-71, P. 75.

2.3. It was stated by the Railway Minister in his Budget Speech (1972-73) that "Even as certain commodities are being transported at subsidised rates, the passengers enjoy a subsidy amounting to about Rs. 61 crores a year—Rs. 49 crores on non-suburban services and Rs. 12 crores on suburban travel."\*

2.4. The Committee called for a break-up of the above figures for different classes|type of rail travel provided by the Railways. The Ministry have stated in reply that the losses of Rs. 49 crores on non-suburban services and Rs. 12 crores on suburban services were calculated based on an overall assessment for the year 1971-72. The break-up of the above figures for different classes is not available as the study of costing of coaching services has just been taken up and it will take some time to work out cost for different classes of rail travel.

2.5. The Committee enquired about the capital cost and annual maintenance cost of various types of passenger coaches. The Ministry have furnished the following figures:

*Capital costs of different types of coaches*

Type of coach	Estimated present day capital costs (in lakhs of Rs.)	
	B.G.	M.G.
(i) III Class bogie . . . . .	2.70	2.50
(ii) III Class Sleeper bogie		
2-tier . . . . .	3.08	2.65
3-tier . . . . .	3.00	2.60
(iii) II Class bogie . . . . .	2.80	2.60
(iv) II Class sleeper bogie . . . . .	2.95	..
(v) I Class bogie . . . . .	3.15	2.85
(vi) A.C. III Class Chair Car . . . . .	6.00	..
(vii) A.C. Coach . . . . .	5.00	..

2.6. As regards cost of maintenance of the different types of coaches, it has been stated that this is not maintained, type-wise. The average annual cost of maintenance for coaching stock (excluding EMUS) per four-wheeler unit was Rs. 5,218.64 for B.G. and Rs. 3,215.76 for M.G. during 1970-71.

\* (Note.—Since revised to Rs. 63 crores—Rs. 50 crores on non-suburban services and Rs. 13 crores on suburban services vide Railway Minister's speech while introducing the Railway Budget for 1973-74).

2.7. Referring to the written reply furnished by the Ministry that the estimated loss on passenger services in 1971-72 was of the order of Rs. 61 crores, the Committee enquired during evidence how this assessment was made in the absence of any study about costing of coaching services. The representative of the Ministry stated that the assessment had been made on the basis of a broad over all analysis without going into great details. The total estimated expenses attributable to coaching services were arrived at by allocating the expenses to coaching and goods services and then by comparing the actual earnings of coaching traffic with the expenditure incurred.

2.8. He added that this was a very "rough and ready method of calculation". They had now taken up the question of detailed costing of coaching services. The requisite staff was in position and it was hoped that they would be able to arrive at accurate figures within the next 12—18 months. He added: "At present since we have got only a broad analysis, I would not like to venture as to what would be the loss on each class of traffic."

2.9. In reply to a further question, the representative of the Ministry stated that the costing of coaching services would be done for different types of services separately and would include passenger trains, slow moving trains, fast trains, express trains and also parcels. Expenses will be apportioned as between the various functions and services like catering, terminals, line haul etc.

2.10. The Committee further enquired how in the absence of any costing of coaching services, it was possible for the Railways to work out the economics of running of different classes of coaches and determine the fares. The representative of the Ministry stated that the fares were fixed in old days roughly on the basis of the carrying capacity of the Third Class Coach taken as hundred. The capacity of the old second class coach was 32—36 berths and hence the fare was fixed as three times that of third class. Similarly, the fare of the then Inter Class was twice that of third class. Thus the fares were fixed on the basis of the number of persons who could be accommodated in each class and percentage of occupancy.

2.11. In reply to a question, if it would be possible to work out the present cost of operation of various classes, the representative of the Ministry stated that the cost would vary from train to train and they will have to take into consideration a number of variables. A detailed study of this type, as already stated, was being made.

2.12. The Committee note that according to an assessment made by the Railways on the basis of broad analysis, the Railways incurred a loss of Rs. 63 crores during 1972-73 on passenger traffic, of which non-suburban traffic accounts for Rs. 50 crores and suburban traffic Rs. 13 crores. As admitted by the representative of the Ministry, this assessment is based on a "rough and ready method of calculation." A detailed cost study for determining the cost of operations of various types of passenger services is stated to be in hand.

2.13. The Committee further note that fares for the various classes of travel were fixed by Railways in old days roughly on the basis of the number of persons who could be accommodated in each class and the percentage of occupancy. The Committee are surprised that the Railways are fixing fares of the various classes of travel without a scientific study of the expenditure on capital cost of the coaches and the expenditure on their operation and maintenance, etc.

2.14. It is also surprising that the losses on passenger traffic are assessed on a rough and ready method for all classes and that no statistics of loss on each class of travel are maintained by the Railways. In the opinion of the Committee, the Railways as a commercial organisation of long standing should have worked out the cost of operation of various types of passenger services and shown the losses on various classes of travel separately to indicate a correct picture of their passenger operations class-wise.

2.15. The Committee have already made recommendations in regard to the suburban passenger travel in their second Report on 'Suburban Services'. They feel that considering the high density of occupation of trains in all classes, particularly over-crowding in the third class, the figures of losses on passenger traffic assessed by the Railways, appear to be on the high side. The Committee urge the Ministry to expedite the work of analysing in detail the cost of operation of various classes of passenger services train-wise and class-wise on an emergent basis so as to assess the losses on each class of travel on a realistic basis.

2.16. The Committee have elsewhere in this report observed that they are averse to any losses on operation of higher classes being met by the Railways. They are of the firm view that travel in higher classes must pay its way.

2.17. Apart from the fact that the adjustment in fares, particularly for higher classes, should be done so as to meet fully the cost of operation thereof, the Committee would like the Railways to so modify

the composition of trains and manufacturing programme of coaches as to provide maximum service to third class passengers.

2.18. Another question which would naturally arise from this study is, whether the existing services for higher classes would need to be curtailed for providing more facilities to third class passengers keeping in view their large numbers.

2.19. The Committee further note that the cost of maintenance of coaching stock is not maintained type-wise by the Railways. The Committee consider that such a data would provide a useful tool to the Railways to keep a check on the expenditure on maintenance of such stock and would also indicate if any particular type of stock has outlived its utility. They would, therefore, like the Railways to maintain data about the cost of maintenance of all types of coaches including saloons.

### B. Rationalisation|reduction of Classes of Travel

2.20. A statement showing the number of coaches of various types in service and their seating capacity (group-wise) as on 31st March of each of the last four years is given in Appendix II.

2.21. The Committee enquired about the number of air-conditioned coaches on the Indian Railways (Zone-wise) and their occupancy ratio during each month for the last two years. The Ministry have stated that the number of air-conditioned coaches as on 31st March, 1972 on the different Zonal Railways is as under:—

Railways	Full A.C.	Partial A.C.	Total	Air-conditioned Chair cars
<i>Broad Gauge :</i>				
Central	14	10	24	..
Eastern	33	3	36	14
Northern	11	6	17	..
Southern	9	8	17	9
South Central	1	..	1	..
South Eastern	17	10	27	..
Western	27	8	35	17
<b>Total</b>	<b>112</b>	<b>45</b>	<b>157</b>	<b>40</b>

Railways	Full A.C.	Partial A.C.	Total	Air Con- ditioned Chair cars
<i>Metre Gauge :</i>				
Northern . . . . .		6	6	
North Eastern . . . . .	..	13	13	
Northeast Frontier . . . . .		7	7	
Southern . . . . .		11	11	..
Western . . . . .	..	15	15	..
Total : . . . . .	..	52	52	..

2.22. It has been stated that Railways do not normally maintain figures of occupancy ratios of different classes of passenger accommodation, since precise figures of berth/seat kms. operated are not available. Statistics, however, are compiled of berth/seat kms. as on 1st June and 1st December each year based on the normal rake composition of each scheduled train. The occupancy ratios of the A.C. services have now been estimated, as desired by the Convention Committee, based on the figure of berth/seat kms. available as on 1st June and 1st December. The figures given in Appendix III indicate the position in this regard for the two years 1970-71 and 1971-72.

2.23. The coaches are allotted to a particular Railway for purposes of maintenance, but coaches of one Railway run over others, and through trains. The occupation ratios given in Appendix III do not, therefore, refer to the coaches of a particular Railway only, but to all the coaches including those of other Railways running on the territorial jurisdiction of each Railway.

2.24. It may be mentioned that the occupation ratios worked out in Appendix III suffer from certain limitations; firstly, the augmentation of loads and running of special trains during peak periods as also cancellation of trains for one reason or the other have not been taken into account. Secondly, such average figures do not reflect the fact that the occupation during part of the run of a train may be 100 per cent as in fact is very often in the case. For example there is generally a heavy rush of passengers travelling between New Delhi and Bhopal only or between New Delhi and Jaipur only. The Railway has to provide accommodation to meet the maximum requirements on any part of the run.



2.25. Incidentally, it may also be added that a census of occupation of passenger trains is conducted twice a year, spread over a period of three months each. Census is taken of actual passengers in different classes at selected junction points covered during the run of the trains, and this is compared with the available capacity on the trains. No overall average is worked out from these results, as the distance travelled by each passenger is not taken note of, which is an important element in any calculation of the occupancy of a particular class. The results of the census are used for reviewing the composition of different trains, and for adding or taking off coaches as necessary. A statement showing the maximum occupation ratio of A.C. First and A.C. chair cars based on such census statistics is given in Appendix IV.

2.26. The Committee enquired if the Railway Board had considered the feasibility of reducing|rationalising the number of classes of accommodation on passenger carrying trains and if so what the trend of thinking of in this regard was. In a note on the subject, the Ministry have stated that prior to 1949 five classes of accommodation were provided on the Indian Railways, namely, Air-conditioned, First, Second, Inter and Third. In response to a suggestion from several Members in Parliament during the course of debate on the Budget for 1952-53, move towards reduction in the number of classes on Railways was made. From 1st April, 1955, First Class was withdrawn, the old Second Class was re-named First Class and the old Inter Class was re-named Second Class.

2.27. In the Budget Speech for the year 1956-57, the then Minister for Railways referred to the objective of reducing the number of classes on the Railways to only two in addition to air-conditioned class and in pursuance of that objective, to the intention to abolish Second Class and to re-name Third Class as Second Class with sleeping accommodation in some coaches.

2.28. In pursuance of that declaration, Second Class was withdrawn from 1st July, 1956, from all branch lines other than important branches and links between main lines. A year later, Second Class was also abolished from suburban sections of Bombay, Calcutta and Madras.

2.29. There was, however, considerable public demand for continuance of Second Class. On a review, therefore, in 1962, it was decided not to withdraw Second Class accommodation from sections where it was still provided. On a further review, in June, 1963, it was also decided to permit augmentation of the then existing Second Class accommodation wherever feasible and justified but not

to extend it to those services or sections from where it had already been withdrawn. It was felt that Second Class accommodation serves a class of people who could not afford First Class fare but who were needing a slightly higher standard of travel as compared to Third Class.

2.30. Recently, in June, 1972, the question of abolition of Second Class was again reviewed by the Railway Board and it was decided to give up this class of accommodation in trains. To start with, Second Class coaches on unimportant trains and where their utilization is poor, will be withdrawn. On Mail and Express trains, Second Class accommodation will continue for the time being but will be withdrawn as and when Second Class coaches complete their useful life. No more Second Class coaches complete their useful life. No more Second Class coaches will now be constructed. The position regarding other classes remains unchanged.

2.31. The question of changing the nomenclature of the existing Third Class accommodation provided on the trains is presently under consideration.

2.32. The Committee called for information about the number of classes of travel provided by Railways in some of the foreign countries such as U.K., France, Germany, Japan, Canada, USSR and USA. The Ministry have, in a note in this regard stated that according to the available information, the classes of accommodation, provided in passenger trains in the above mentioned countries, except Germany, are as below:—

1. *United Kingdom*.—First and Second Classes with no separate compartments for ladies but with separate 'Smoking' and 'No Smoking' compartments.
2. *France*.—Two types of compartments are provided, viz.,
  - (a) Wagon Lits compartments, distinguished by the number of berths provided. There are one Berth, Two berths and Three Berths Wagon Lits compartments.
  - (b) Couchettes with provision of four berths in First Class and six berths in Second Class.

No separate compartment for ladies is provided.

3. *Japan*.—There is only one Class generally but a 'Green Class' coach is provided on long distance trains for which a supplementary charge is levied. No separate compartment for ladies is provided.

4. *Canada—For day time travel: Sitting accommodation in Chairs:—*

- (i) Coach class which is cheaper class.
- (ii) Pullman (or Parlour) class which is the Upper Class.

*For Night Travel: Sleeping accommodation :—*

- (i) Sleeper or Dormette with bunks one on top of the other on either sides of a corridor. This is the cheapest class.
- (ii) Romette: a single bed in a tiny room with toilet under the bed.
- (iii) Bed-room: coupe type with toilet in corner and a wash basin.
- (iv) Drawing-room: a four bedded compartment with toilet and wash basin .
- (v) Saloon: Sitting room with two four-bedded compartments, toilet, washing and kitchen facilities.

No separate compartment is provided for ladies.

- 5. U.S.S.R. 1. Soft Class: a coupe for three persons with cushioned berths one above the other.
- 2. Hard Class: a coupe with three wooden berths without cushions and with mattresses for sleeping at night.
- 3. General compartment: With sitting accommodation only for about 40 to 50 persons.

No separate compartment is provided for ladies.

- 6. U.S.A. (i) Parlour and (ii) Coach Classes with sitting accommodation only for day time travel and (iii) the Pullman Class with sleeping accommodation which consists of a roomette for one person, a bedroom for either one or two persons, a compartment for two persons and a drawing room in which three persons can sleep.

No separate compartment is provided for ladies.

Information regarding classes of travel in Germany is not available.

2.33. The Committee pointed out during evidence that in some of the advanced countries there were only two classes. They enquired if the Railway Board had any plan to further reduce the number of classes on the trains. The representative of the Ministry stated that it was not correct to say that there were only two classes in foreign countries. Actually they had many more classes. There was a different tariff for a person occupying a coupe by himself and another tariff for two persons occupying it. There was a separate tariff for four persons occupying a four seater compartment. However, in India the tendency was to reduce the number of classes so that the basic needs of the various classes could be met satisfactorily. In pre-Independence days, the different Railways had their own traditions but it had now been possible to develop an integrated system and to reduce the number of classes as it involved manufacturing a variety of coaches and also to keep spares for the maintenance. It had recently been decided not to manufacture any more second class coaches. As and when such coaches were taken to the workshops for overhaul and repair, they would be converted into third class coaches. Thus, it would be possible to abolish second class on the Railways within a year and half.

2.34. The Committee pointed out that the over all occupancy ratio of air-conditioned first Class had been stated to be 58 per cent on B.G. and 50 per cent on M.G. during 1971-72. They enquired about the criteria followed for providing this facility and whether its economics had been worked out. The representative of the Ministry stated that overall figure gave a slightly erroneous impression because during summer season the occupancy ratio was much higher. In fact, there was a waiting list for air-conditioned berths during summer. During winter season, the number of such coaches was reduced. As a result of an analysis, this facility had been withdrawn from three trains viz., Darjeeling Mail, Indore-Bilaspur Express and Chetak Express. The economics of this service had, however, not been worked out yet.

2.35. The Committee enquired if the Railways has carried out any survey to find out the class of persons who travelled by air-conditioned class and first class. The representative of the Ministry stated that usually professional men, business-men, high officials, Ministers of State and Central Governments and Members of Parliament travelled in these classes. A continuous watch was kept on the occupancy of the AC and First Class and the facility was withdrawn as and when considered not fully justified, as in the case of Dakshin Express where the part AC coach was withdrawn in spite of protests from the Government of Andhra Pradesh. When it was

found that air conditioned coach was not fully occupied, half of it was converted into ordinary first class as in the case of GT Express. However, there were some trains like the Frontier Mail and the Kalka Mail where two- air-conditioned coaches had to be provided because of great demand. In order to ensure better occupation and earn more revenue, the Railways were thinking of converting half of the airconditioned coaches into chair-cars.

2.36. Asked if the majority of those travelling in Air-conditioned class were Government officials, the representative of the Ministry stated:—

“It may be so, Sir, Usually when the State Government Ministers or the Central Ministers travel, they want security. They carry on their work while travelling. . . .”

2.37. The Committee pointed out that as against the anticipation of 8.42 million (non-suburban) First Class passengers by 1973-74 (c.f. para 1.6) the actual traffic was of the order of 6.26 and 5.68 million during the first two years of the Fourth Plan. They enquired if the reasons for decline in the number of first class passengers during 1970-71 had been examined and what the actual traffic materialisation during 1971-72 was. The representative of the Ministry stated that the decline in the number of First Class passengers in 1970-71 was due to increase in the minimum fare to Re. 1|- for passenger trains and Rs. 5|- for mail and express trains. This was done in order to discourage short-distance traffic which did not pay. Thereby, it was possible to achieve a reduction of about 13 per cent in the number of First Class passengers travelling upto 80Kms. The total number of non-suburban First Class passengers had gone up from 5.68 million in 1970-71 to 5.86 million in 1971-72 i.e. about 3.8 per cent.

2.38. Keeping in view the increase in the traffic and the long waiting lists of First Class passengers and third Class sleepers, the Railways were adjusting the requirements of various types of coaches. They were trying to introduce First Class Chair Cars as on the Bombay-Poona Mail, so that 48/60 persons could be accommodated in one coach, as against its present capacity of 22/24 passengers.

2.39. The Committee note from the Budget Speech of the Minister of Railways that the proposed First Class Chair Coaches would be introduced for medium distances and one such Chair car can replace two First Classes and the saving thus effected could be utilised to add more third class coaches to the express trains.

2.40. In reply to a question if it would be possible to convert first Class bogies into Chair Cars and retain the Upper berth as sleeper berth so that both sitting and sleeping accommodation could be provided in such coaches for larger number of people, the representatives of Ministry stated in evidence that: "This is only a theoretical solution. It will not be popular with ladies and old people wanting sleeping accommodation."

2.41. The Committee further pointed out that in regard to 2nd Class passengers also, it was observed that as against 12.28 million passengers anticipated by 1973-74, the actual materialisation during 1969-70 and 1970-71 was 10.81 and 9.73 million respectively. They enquired about the reasons for decline in this category of passengers traffic during 1970-71 and how the figures compared with those for 1971-72. The Ministry have informed the Committee that the number of non-suburban second class passengers carried during 1971-72 was 9.83 millions. The drop in second class travel is due to the Railway's policy to progressively curtail second class accommodation on trains so that ultimately the Indian Railways may have only two classes of travel. In keeping with this policy, second class accommodation is not provided on important trains like Rajdhani Expresses, De-luxe/A.C. Expresses etc. The air-conditioned chair cars, with fares slightly higher than second class and third class sleeper coaches with fares appreciably below the second class level are becoming increasingly popular with the public and these services are progressively augmented in preference to second class accommodation. It has now been decided to abolish second class accommodation on trains altogether.

2.42. Thus, the passenger traffic in second class has gone down, not only in view of the committed policy as explained above, but also because the passengers prefer to travel by Air-conditioned chair cars and third class sleeper coaches rather than in second class.

2.43. The Committee enquired about the extent of additional passenger accommodation that would become available after abolition of the Second Class. The representative of the Ministry stated that the accommodation available in third class would increase by 1 per cent. The total number of second class seats available on all trains was 60,886 as on 31st March, 1971. By abolishing this class, they would be able to add 16 more seats per coach i.e. about 15,220 seats in all.

2.44. In this connection, the Committee note that in reply to U.S.Q. No. 1139, it was stated by the Deputy Minister of Railways

in the Lok Sabha on 27th February, 1973 that taking all factors into account, namely higher seating capacity and higher occupation of third class coaches as compared to second class coaches, it is estimated that there will be no loss to the Railways on account of the abolition of the second class of accommodation in trains.

2.45. The Committee enquired whether the withdrawal of air-conditioned coaches would result in any substantial increase in the number of third class seats. The representative of the Ministry stated that "It will be a very small portion."

2.46. The Committee note that the Indian Railways provide five classes of accommodation viz., air-conditioned, air-conditioned chair cars, First Class, Second class and Third class (with provision of sleeper coaches in Second and Third class) and that the Railway Board have recently taken a decision to abolish Second Class within 18 months. The Committee note that while proposing an increase in the upper-class basic fares by 10 per cent in respect of single journey tickets, the Railway Minister in his Budget speech on 20th February, 1973 observed as follows:

"My intention is that within a period of two years the air-conditioned class fares in all the trains should be brought to the level of air-fares. To begin with, I propose to raise the air conditioned fares for Rajdhani Expresses to Bombay and Calcutta equal to or more than the air fares".

2.47. The Committee find that in some of the advanced countries like U.K., France, Canada, USSR and USA only two types of accommodation are provided on the Railways. The US and Canadian Railways, however, provide sleeping accommodation also. In Japan, there is generally one class only but a "Green" class coach is provided on long distance trains.

2.48. The Committee note that out of a total of 1252.18 million non-suburban originating passengers, during 1971-72, only 6.17 million i.e. 0.5 per cent travelled by AC or First Class. Thus the overwhelming majority of passengers are third class only.

The Committee are distressed at the overcrowding and inhuman conditions in which the third class passengers have to travel on the Indian Railways. In addition, there are long waiting lists and many 3rd class passengers are left from the Mail/Express trains.

2.49. The Committee consider that the basic and foremost concern of the Railways as a premier public transport is to provide quick and easy means of communication to the teeming millions of the country and that all its policies in this regard should be mass-oriented. The Committee consider that so long as the Railways are not in a position to assure a seat to a third class passenger on any train and for any distance at a reasonably short notice, if not on demand, the provision of facilities for the more affluent sections of society, by way of air-conditioned trains/coaches is out of tune with the declared objective of establishment of a socialistic society. They feel that with the existing financial constraints, the Railways are not likely to augment in the foreseeable future, their passenger carrying capacity, to meet fully the increasing needs of the travelling public, particularly the common third class travellers. There is thus no likelihood of any appreciable relief in overcrowding and the miserable lot of the third class passengers.

2.50. The Committee consider that immediate relief can be given to the third class passengers by rationalising the classes of travel on the Indian Railways. In this connection, the Committee are greatly surprised to hear that the Railways do not have precise data about the operation costs of different classes of travel. Further, even the occupancy ratio gathered from six-monthly traffic census does not give precise information about the distances or the starting and terminating points of the journey.

2.51. The Committee have, however, an impression that a very large number of persons who travel in higher classes, particularly, in First Class or Air-Conditioned Class, do so either on Government account or on Railway passes or on expense account of companies. The Committee feel that the Railways should carry out detailed analysis in order to determine, first, the cost of operation of different classes of travel and secondly the type of clientele they have to cater for, so as to lay down a firm policy for bringing about rationalisation in classes of travel, keeping in view the objective of having the minimum number of classes in the context of socialistic pattern of society and the fact that in most of the foreign countries the classes of travel are only about two.

2.52. The Committee would like Government to examine whether it would not be in the over-all interest, to withdraw the air-conditioned coaches by a specified date, so as to convert/replace them by Third Class coaches in order to relieve the over-congested conditions of travel.



2.53. In this connection, the Committee would like to caution the Railways that the policy of continuing the existing classes till the life time of the existing coaches, is likely to result in continuation of these classes indefinitely as had happened in the case of Second Class travel. It is, therefore, of utmost importance that a decision to rationalise the number of classes of travel on the Railways should be taken immediately and implemented from a specified date.

2.54. The nomenclature of these two classes may also be suitably changed. In this connection, the Committee would like that Parliament should be informed of the precise progress made in abolition of second class and the date when the last second class coach goes out of operation.

### C. Inspection Carriages

2.55. The Committee enquired how many types of saloons and inspection cars were provided by the Railways for use by their officers and staff together with their capital and annual maintenance cost. The Ministry have informed them that no saloons are provided for the use of Railway Officers and staff. They are, however, four-wheeler and bogie inspection carriages for use by officers and staff travelling on duty. The estimated present-day capital costs of the B.G. and M.G. inspection carriages are as follows:

Type of inspection carriage	Estimated present day Cost (Rs.)
8·6 Bogie Inspection Carriage	2·7 lakhs
8·6 A-wheeler Inspection Carriage	1·4 ..
M.G. Bogie Inspection Carriage	1·7 ..
M.G. 4-wheeler Inspection Carriage	0·9 ..

2.56. Separate records for the actual annual cost incurred for maintenance of Inspection Carriages are not maintained by the Railways.

2.57. The Committee enquired about the number of inspection carriages on the Railways as on 31st March, 1970, 31st March, 1971 and 31st March, 1972. The Ministry have accordingly furnished the following information for the first two years:—

Number of Inspection Carriages on line

Railway	As on 31-3-1971												
	As on 31-3-1970						As on 31-3-1971						
	Broad Gauge		Metre Gauge				Broad Gauge			Metre Gauge			
	8-W/h.	6-W/h.	4-W/h.	8W/h.	6-W/h.	4-W/h.	8-W/h.	6-W/h.	4-W/h.	8-W/h.	6-W/h.	4-W/h.	8-W/h.
I	2	3	4	5	6	7	8	9	10	11	12	13	
Central .	16		93		..		15		92		..		..
Eastern .	23		103	..	..	..	23		95	..	..	..	..
Northern .	36	..	84	14	..	29	36	..	73	14	..	28	..
North Eastern	..	..	..	40	30	57	..	..	..	40	30	57	..
Northeast Frontier .	4	..	3	37	11	30	4	..	3	37	11	30	..
Southern .	9	..	46	39	39	39	10	..	45	39	..	39	..
South Central	7		50	13	40	40	7		54	16	..	40	..
South Eastern	28		84		..	..	29		84	..	..	..	..
Western	14	1	38	19	..	40	15	1	38	19	..	40	..
<b>TOTAL</b>	<b>137</b>	<b>1</b>	<b>501</b>	<b>162</b>	<b>41</b>	<b>235</b>	<b>139</b>	<b>1</b>	<b>484</b>	<b>165</b>	<b>41</b>	<b>237</b>	<b>..</b>

2.58. The Committee pointed out that a programme of practical action, called the Eleven Point Programme was announced by the then Minister of Railways in the Rajya Sabha on 12th March, 1970. Point No. 6 of the Programme stipulated that "the whole question of use of saloons will be re-examined. Their use will be restricted to the minimum compatible with the essential needs." The Committee enquired about the action taken in this regard. It has been stated by the Ministry that this matter has been duly examined. Instructions were issued on 8th June, 1970 restricting the use of Inspection Carriages mainly for functional purposes like inspections etc. and discouraging the use of these carriages purely for attending meetings or conferences at Headquarter stations where adequate Rest House facilities are available. (Copy attached as Appendix V).

2.59. In reply to a question if the officers were entitled to travel in the Inspection Carriages with their families, the Ministry have stated that the Railway Officers while moving on duty in Inspection Carriages are allowed to take their family only along with them on their duty passes. No dependent relatives like dependent, widowed mother, sister, brother etc. are permitted without purchasing a first class ticket or without the authority of a privilege pass issued to the officer for the purpose.

2.60. The Committee called for data regarding utilisation of the Inspection carriages (zone-wise) during the last three years. The data furnished by the Ministry of reproduced. (Appendix VI).

*Utilisation of Inspection Carriages—Average number of days each of the effective carriages utilised during a year*

Railway	1969-70		1970-71		1971-72	
	B.G.	M.G.	B.G.	M.G.	B.G.	M.G.
Central	228		222		216	
Eastern	188.8	..	204.4	..	231.5	..
Northern	238	205	253.4	199.5	255.7	208
N. E.	..	167.5	..	188.5	..	189
N. F.	125	155	169	146	Not available	
Southern	129	119	133	98	140	100
S. C.	210	160	220	143	251	175
S. E.	182.8	..	222	..	251.8	..
Western	126	169	120	170	103	152

The average utilisation figures of effective Inspection Carriages in use, month-wise and zone-wise, since July, 1970 to October, 1972 is given in Appendix VI.

2.61. The Committee called for a note indicating the entitlement of the officers of the Railways in regard to the use of Inspection Carriages. They have been informed by the Ministry that Class I and Class II Officers and a few Class III Railway Officials are allowed the use of Inspection Carriages, when available, while travelling on duty only.

2.62. The Class III, Class II and Junior Scale Class I Officers use 4-wheeler carriages which are permitted to be moved by goods trains and slow passenger trains only.

2.63. Senior Scale Officers are entitled to use 4-wheeler Inspection Carriages on the Broad Gauge and 4-wheeler and 6-wheeler carriages which are permitted to be moved by goods trains and slow passenger trains only.

2.64. The Junior and Inter Administrative Grade Officers are allowed to use 8-wheeler Inspection Carriages of smaller length. These are permitted to be moved by goods, passenger and comparatively unimportant Mail and Express trains.

2.65. The Senior Administrative Officers, General Managers and Chairman & Members of the Railway Board are allowed the use of the bigger 8 wheeler Inspection Carriages. These carriages are allowed to be moved by fast trains excluding important Mail and Express trains which are prohibited for attaching of Inspection Carriages, except in emergencies, when General Managers, Members of the Board and the Chairman only may attach their Inspection Carriage to these trains.

2.66. No Inspection Carriage is permitted to be attached to certain totally restricted trains which include the Janta Express, A.C. Deluxe trains and some nominated trains like the Rajdhani, the Taj Express, the Deccan Queen, the Steel Express etc.

2.67. The Committee enquired about the number of Inspection carriages condemned on having become overage and the number on new carriages added to the stock since the commencement of the Fourth Plan. In a note on the subject, the Ministry have stated that the normal life of an Inspection Carriage is 40 years. However, Inspection Carriages are not condemned as soon as they become

overaged as the general policy is to condemn coaches on condition basis and not merely on age basis.

2.68. In regard to the number of inspection carriages condemned and number added during the IV Plan period (upto 31-3-1972) it is stated as under:

	Condensed	Manufactured	Net increase or decrease
BG Bogie Inspection Carriage	4	4	Nil
M.G. Bogie Inspection Carriage	4	8	-4
B.G. F. W. Inspection Carriage	24	8	-26
MG F. W. Inspection Carriage	6	6	Nil

2.69. The holdings of Inspection Carriages at the commencement of the IV Plan and at the beginning of each subsequent year are indicated in the statement below. It will be seen that there has not been any substantial increase in any of the categories. Even the marginal increase in the holdings of Bogie Inspection Carriage, when no Carriage on additional account was put on line, is due to the fact that some Railways have not condemned the overaged carriages after receiving the carriages built in replacement of them.

*Statement of Inspection Carriages on line*

IV Plan:	B.G.		M.G.		Total
	Bogies	4-wheelers	Bogies	4 wheelers	
1-4-1969	136	503	163	270	1,072
1-4-1970	137	502	162	276	1,077
1-4-1971	139	485	165	275	1,064
1-4-1972	136	477	167	270	1,050

2.70. A leading Chamber of Commerce has observed as follows in its memorandum to the Committee:

"When the services of modern telecommunication system were

not in use, the usage of saloons and carrying the officers concerned was considered essential in the business interest and quick disposal of the pending matters. But with the present installation of communication and relaying system, contact between one and the other is no more a problem. It has been found that the saloon is often misused. If any officer is induced to travel in ordinary train carriages amongst the fellow-passengers, it will certainly provide an opportunity to him to know the various inconveniences and hardships to Railway customers on the one hand; while on the other, it will curtail down the heavy hauling expenses and improve the working efficiency of the subordinate staff, day-to-day maintenance of the rolling stock and evaluation of the passenger amenities as was the practice during the company days when even top officials were required to undertake a considerable portion of their tour journeys by ordinary train carriages."

2.71. The Committee pointed out during evidence that the Railways were maintaining a fleet of 1064 inspection carriages—624 on BG and 440 on MG—as on 31-3-1971. They enquired about the possible savings in capital cost, maintenance and haulage cost etc. if these were to be abolished and replaced by third class coaches. The representative of the Ministry stated that out of the total number of 1064 inspection carriages, as many as 760 were four-wheeler carriages unsuitable for running as passenger coaches because of the level of amenities. Even out of these 760 carriages, 167 BG and 137 MG carriages, i.e. 40 per cent were overaged and could not be placed for main line service.

2.72. The Committee enquired whether similar facilities were provided by foreign railways also. The representative of the Ministry replied that conditions on other railways were not comparable with ours. In most of the countries, they had a good network of roads and most of the inspecting staff were provided with road vehicles. He added that the Railways were gradually reducing the number of carriages by not replacing those which were retired. However, it would not be possible under the present conditions to abolish the four wheeler inspection carriages which were required within the Division for these were the only means by which officials could go to wayside stations. Secondly, these were considered as mobile offices.

2.73. The Committee enquired whether any air-conditioned inspection carriages had been provided to Railway Officers and if so

what their number was and who were entitled to use them. The representative of the Ministry stated that the Railway Board had at their disposal four tourist cars, one of which had been recently involved in an accident and had got damaged. The remaining three were being used on a commercial basis for eminent foreign dignitaries. These were also used by the Board Members for inspection.

2.74. The Committee pointed out that it had been represented to them that with the installation of modern communication and relay system, contact between one place and another was no more a problem and if at all the officers had to travel, they could do so in ordinary carriages so that they could also realise the various hardships and inconveniences faced by the passengers. Incidentally this would also help in curtailing down the heavy hauling expenditure, improve the working efficiency of the subordinate staff, tone up the day-to-day maintenance of the rolling stock and also enable a proper evaluation of passenger amenities on the part of the officers. The representative of the Ministry observed:

“In our country it is necessary to supervise the work that is being done by another. This is not a very happy state of affairs but we have to live with realities. In some other countries, if a person is told to do a job, he does not require a supervisor; he does the job. But here we have to see that the instructions given for safety or for amenities to be given to passengers etc. are properly carried out and this requires people going out to see to this. The tele-communications will give us only the information they want to give us; we have no means of collecting information which is not given to us. After all, the presentation of information may also hide certain facts.”

2.75. The representative of the Ministry added:—

“As we mentioned, the four wheelers are absolutely necessary for purposes of inspection. These are used mostly on goods trains and slow passenger trains where they do not come in the way of passenger accommodation at all.

Secondly, I would like to state for the information of the Committee that if there is any impression in the mind of the general public that these four-wheeler inspection carriages are something luxurious, then it is an incorrect one because, during summer, we have sometimes to get out and take to camp cots etc. It is not at all a comfortable thing. In fact, it is called a ‘dog-box’—In Railway parlance.”

2.76. In reply to a further question whether the entire question did not need reconsideration in the light of immense hardships faced by the common man in getting accommodation in trains, the representative of the Ministry replied:—

“For doing anything in this country, granting there is poverty and the masses are poor, certain amenities are required for certain works. After all, in our democracy we have to carry the people with us; we cannot issue an order and say that from tomorrow they cannot do this. Ultimately, they are our limbs and we cannot antagonise them. So, any change must be gradual, and we are going in the right direction. We have already mentioned that the four-wheelers are uncomfortable things; I think there is no better punishment for a man than to be put in one of these in summer, if he is to be punished.

As far as longer carriages are concerned, we are not replacing them in a hurry. Actually, as the Member, Mechanical mentioned, in the Fourth Plan we shall reduce the number by 30 and hereafter the replacements will be done with great care and we will limit them for more functional purposes and not for just travelling. In trying to deal with a patient we should not kill the patient; we will then ruin ourselves. After all, they are the people on whom we have to depend.”

2.77. He added:—

“But we have to take into consideration another factor also. The officers on the Indian Railways are having much poorer avenues for promotion compared to any other Class I Service. So, while we try to reduce whatever privileges they have got, we have to see that this imbalance is also restored. So we should progress on both fronts; and that is exactly what we are doing.”

2.78. Referring to the eleven point programme announced in Rajya Sabha in March, 1970 where it was stated that the whole question of saloons will be re-examined and their use will be restricted to the minimum compatible with the essential needs, the Committee pointed out that from the figures furnished to them it appeared that there had in fact been an upward trend in the use of inspection carriages during 1971-72 as compared to 1970-71. The representative of the Ministry stated that during 1970-71 conditions in Eastern India



were so difficult that no supervisor could go out on inspections. Things were much better now and the wagon utilisation was more. Therefore, more inspections were necessary.

2.79. The Committee observe that as on 1st April, 1972 the Railways had 1050 inspection carriages on line as against 1972 at the commencement of the Fourth Plan. Of these, 613 are BG and 437 MG. Out of the total, the number of bogie coaches is 303—136 BG and 167 MG. In addition, there are four air-conditioned inspection carriages for use by tourists, eminent foreign dignitaries and Board Members.

2.80. The Committee have also noted the announcement made by the then Minister of Railways in the Rajya Sabha on 12th March 1970 to the effect that "the whole question of use of saloons (8 wheeler bogie carriages) will be re-examined. Their use will be restricted to the minimum compatible with the essential needs."

While the data furnished by the Ministry does not indicate the utilisation of 8 wheeler bogies and 4-wheeler inspection carriages separately, the Committee observe that on most of the Railways the use of such inspection carriages has actually increased.

2.81. The Committee further observe that Railway officials are entitled to take their wives and children along with them while travelling on duty in inspection carriages against their duty passes. The Committee are of the view that the inspection carriages are a relic of the British days when, being foreigners, they preferred to move with their families while going on inspections.

2.82. While the Committee agree with the views of the Ministry that under present day conditions it is necessary for officers to supervise the work of the staff, notwithstanding the development of communication facilities, they do not consider that this can be ensured only by providing them with exclusive transport facilities. The Committee see no reason why the officers should suffer from the handicap of having their carriages attached to slow moving goods and passenger trains when they could easily travel against their duty passes in faster trains along with the general public.

2.83. The Committee need hardly point out that there is a widespread feeling among the public that at a time when there is acute overcrowding on passenger trains, the Railway officials are seen travelling in the luxury of their inspection carriages. It is high time that the Railways realised the extent of feeling amongst the public against the continued use of these carriages.

2.84. The Committee feel that it is time the Railways realised that use of inspection carriages should be strictly limited to discharge of inescapable official duties and should not, under any circumstances, be treated as a perquisite. The Committee are strongly of the view that a lead in this behalf has to be given by senior officials who should set an unexceptionable standard by ensuring that no carriage is used except for discharge of inescapable official duties which involve visit to stations where lodging facilities do not exist.

2.85. The Committee see no reason why the inspection carriages should be used as a means of transport to terminal or intermediate points where adequate lodging facilities exist. Further, they find no justification for the officers to take their families with them while travelling on duty. They would, therefore, strongly urge that instructions in this regard should be issued forthwith severely discouraging this practice.

2.86. The Committee note that instructions already exist that four-wheeler and eight-wheeler carriages for officials upto the rank of senior scale officers should not be attached to fast passenger trains and should normally be attached to goods and slow moving passenger trains. The Committee would like these instructions to be made more specific so as to ensure that these carriages are not attached to any crowded passenger train, therefore, recommend that appropriate crowded passenger train. They would, therefore, recommend that appropriate rules should be framed by the Ministry of Railways in regard to the use of inspection carriages by officers in the light of the above observations of the Committee and their implementation ensured.

2.87. While the Committee are against perquisites being provided to railway or other officials, they would like to take note of the widespread feeling amongst officers on the Indian Railways particularly those in Class I and II that they do not have adequate avenues of promotion as compared to other All India Services with the result that a large number of them have been stagnating in the same scale for a very long time. This also acts as a disincentive in attracting to the Railway Service bright and promising recruits with high position in the all India competition for combined services. The Committee would like Government to examine the matter in all its aspects and to ensure that the Railways which are a premier undertaking in the country and have a high tradition of service should be given equitable treatment and the pay scales and avenues of promotion for those working in the Railways should be comparable to those in the other All India Services.

2.88. The Committee note that no separate accounts are being kept either of the running cost or the maintenance cost of these inspection carriages. The Committee stress that the cost of running of these carriages as well as the maintenance cost should be specifically maintained and a watch kept at the Divisional and headquarters levels to see, whether the money spent on the running of these saloons by the officers is commensurate with the discharge of official responsibilities and whether it would not be better to do away with these carriages by a specified time by augmenting the lodging facilities at suitable points where they may not exist at present.

2.89. The Committee further suggest that the running costs and maintenance costs of inspection carriages should be indicated in the Annual Report of the Railways (Zone-wise).

2.90. The Committee see no justification whatsoever, for construction of new inspection carriages. They would, therefore, like the Ministry to issue suitable instructions to stop the manufacture of such carriages in future. ..

## CHAPTER III

### FREE PASS FACILITIES TO RAILWAY STAFF

3.1. Following are the figures of the number of staff (classwise) employed on Indian Government Railways (excluding casual labour) for each of the years 1969-70 to 1971-72:—

Class of Staff	1969-70	1970-71	1971-72
<i>Classes I &amp; II . . .</i>	7,755	8,086	8,312
<i>Class III—</i>			
(i) Workshop & artisan staff . . .	1,85,370	1,90,972	1,98,601
(ii) Running Staff . . .	69,247	70,038	70,683
(iii) Others . . .	3,17,008	3,22,177	3,22,950
<i>Class IV—</i>			
(i) Workshop & artisan staff . . .	2,15,469	2,14,414	2,15,058
(ii) Running . . .	24,745	24,191	23,556
(iii) Others . . .	5,39,342	5,47,325	5,52,180
<b>GRAND TOTAL . . .</b>	<b>1,358,936</b>	<b>1,377,207</b>	<b>1,391,340</b>

3.2. The Committee enquired if travel concessions were allowed to casual employees also and if so, under what conditions. They also called for information about the number of such employees during each of the last three years. The Ministry have stated that casual employees (labour) who continue to do the same work, other than on projects, for which they were engaged or other work of the same type for more than six months without a break are treated as temporary after the expiry of six months of continuous employment. Such casual employees as are treated as temporary, are also entitled to travel concessions admissible to temporary railway servants.

3.3. The number of casual labourers employed by the Railways during each of the last 3 years was as under:—

31-3-1970 . . . . .	3,53,064
31-3-1971 . . . . .	3,51,242
31-3-1972 . . . . .	3,31,277

3.4. The Committee called for a detailed note indicating the travel concessions allowed to the serving and retired Railway employees giving information regarding the scale of passes and P.T.O's admissible to each category of employee. The statement furnished by the Ministry is reproduced below:—

(A) *Classes of passes and privilege ticket orders admissible.*

Category of Railway servants	Class of Passes and P.T.O's
(i) Gazetted officers including those holding honorary gazetted ranks who joined service or those promoted to gazetted rank before 1-8-1969	First Class 'A'
(ii) Gazetted officers including those holding honorary rank, who joined service and those promoted to gazetted rank after 1-8-1969 and non-gazetted railway servants drawing a pay of Rs. 250/- and above in the pre-authorized scales of pay (and more than Rs. 300/- as pay in the authorized scales of pay). Non-gazetted railway servants appointed on or after 1-8-1969 when they draw Rs. 350/- p.m. or more as pay	First Class
(iii) Nurses and Lady Health Visitors recruited/appointed on or after 1-8-69 when they draw more than Rs. 250/- p.m. as pay and those who were in service on 31-7-69 when their pay exceeds Rs. 180/- per month	First Class
(iv) Special Class Apprentices	First Class
(v) Other non-gazetted Rly. servants drawing more than Rs. 180/- but not more than Rs. 300/- as pay in the authorised scales	Second Class
(vi) Other non-gazetted railway servants drawing a pay above Rs. 180 but below Rs. 250 in pre-authorized scale of pay	Second Class
(vii) Nurses attached to railway hospital drawing a pay of Rs. 130/- and below in pre-authorized scales of pay	Second Class
(viii) All other non-gazetted railway servants drawing not more than Rs. 130 in the pre-authorized scales of pay and Rs. 180 in the authorised scales of pay	Third Class

(B) *Number of privilege passes and privilege ticket orders admissible.*

Category of Rly. servants	Number of sets admissible per year	
	(Passes)	P.T.Os
(i) Gazetted Railway servants including those holding honorary gazetted rank	6 sets	6 sets
(ii) Non-gazetted Rly. servants, Apprentices (including Trade Apprentices) on Class IV staff: 1st to 5th year 6th year and over	1 set 3 sets	6 sets
(iii) Special Class Apprentices (for Self only)	2 sets	6 sets

**(C) Post-retirement complimentary Passes**

The post-retirement complimentary passes to the Railway employees and their families may be issued on the following scale in all cases of quitting service (including voluntary retirement, premature retirement, compulsory retirement, retirement on medical grounds, discharge on grounds considered good and sufficient from the point of view of the administration) except in cases of dismissal from service and resignation not on grounds considered good and sufficient from the point of the administration.

These passes will be admissible on the following scales:—

Class of Railway servants	Number of sets admissible per year.	
	Passes)	(P.T.O s)
(i) (a) Railway servants of class I and class II service with 20 years service but less than 25 yrs. service	Two	Nil
(b) Railway servants of class I and class II service with 25 years service and over	Three	Nil
(ii) (a) Class III Railway servants with 20 years service but less than 30 years service	One	Nil
(b) Class III Railway servants with 30 years service and over	Two	Nil
(iii) Class IV Railway servants with not less than 25 years service	Two single journey passes once in 5 years for self and wife only.	Nil

3.5. The Committee called for statistics regarding the utilisation of passes and PTOs by the Railway employees (both serving and retired) and the financial implications thereof for each year since 1968-69 (Class-wise and zone-wise). The Ministry have informed them that an attempt was made to collect information regarding actual utilisation of passes/P.T.Os. by Railway employees for the year 1969-70 on the basis of the declaration forms submitted by Railway employees giving the number of persons who actually travelled on the passes and the stations between which the passes were utilised. As certain Railway Administrations had included journeys indicated on passes issued but not actually performed, it has been calculated that the cost of utilisation of passes/PTOs during the year 1968-69 is approximately Rs. 25 crores. The statement given in Appendix VII shows the number of passes/PTOs issued to Railway employees during the year 1968-69 and the cost thereof (Zone-wise and Class-wise).

3.6. The Committee find that in addition to the passes and PTOs, free residential card passes and school cheque passes are issued to Railway employees/their children in the following cases:—

*Residential Card Passes*

3.7. These are issued to employees in certain specified sections of the Central and Western Railways to enable them to travel from their residence to place of duty. On the Northern Railway, such passes are permissible in the Delhi-Shakurbasti and Delhi-Kishan-ganj-Tilak Bridge Sections. In other suburban sections, the facility of concessional season tickets at one third or one fourth of the public rate, is available.

3.8. It has been stated that free residential Card passes have been granted in suburban sections only where such facilities were in force prior to 14th December, 1953.

*School cheque Passes*

3.9. The Committee understand that the children of Railway employees are also issued school cheque passes from the place at which either parent is residing temporarily or permanently, to their school college and *vice-versa* except where they are studying at the Headquarters of the employee.

3.10. The Committee find that the subject of travel concessions allowed to Railway employees was dealt with at length by the Estimates Committee (1967-68) in their 29th Report. The action taken by Government on the recommendations contained in this Report was commented upon by the Estimates Committee in their 67th Report (Fourth Lok Sabha). The Committee enquired why it had not been possible for Government to accept the recommendations of the Estimates Committee suggesting curtailment of the travel concessions allowed to Railway employees. In a note on the subject, the Ministry have stated that in their 29th Report, the Estimates Committee made the following recommendations (which were reiterated in the 67th Report) regarding travel concessions to serving and retired gazetted officers:—

- (i) Curtailment of travel concessions to serving gazetted railway servants (Recommendation No. 5).
- (ii) Curtailment of post-retirement travel concessions to Gazetted and non-gazetted railway servants (recommendation No. 7).

- (iii) Curtailment of travel concessions as an experimental measure for a period of time (Recommendation No. 8).

3.11. Having regard to the position explained below, Government decided not to accept the recommendations of the Estimates Committee as these were definitely not in consonance with the settled policy of the Government on the subject and not warranted by the prevailing circumstances.

- (i) & (iii) There are only about 7300 serving gazetted officers out of a total 13.5 lakhs of railwaymen, and reduction in the total number of passes that would be affected if the suggestion to put Class I and II Officers on par with the subordinate staff is implemented would not be appreciable on the basis of reduction from the present level of six sets to one set for those with less than 5 years service and three sets thereafter. The number of passes that could be reduced in a year would be about 25,000 and money value thereof would be about Rs. 60 lakhs. This will not result in strengthening the position of railway finances nor relieve overcrowding in trains.
- (ii) The post-retirement concession has, in a sense, a great sanctity and any curtailment thereof should be thought of only for most compelling reasons. The number of passes granted are so insignificant that any curtailment thereof cannot be expected to affect materially any special economy and, in the nature of things, the social obligations of a retired officer should be deemed to justify a more generous scale of post-retirement passes.

3.12. In reply to a question if the matter had been referred to the Third Pay Commission, the Ministry have stated that the Third Pay Commission has been appointed by the Government of India to enquire into the conditions of service of all Central Government employees including railway servants. It would be open to the Pay Commission, if they so desire, to make recommendations regarding free travel facilities for railway servants.

3.13. In this connection, the Committee called for a note on the travel concessions provided to Railway employees in some of the foreign countries such as U.K., Japan, France, USA, USSR, West Germany etc. A copy of the same furnished by the Ministry is given in Appendix VIII.

3.14. The Committee pointed out during evidence that the cost of utilisation of passes/PTOs during the year 1968-69 had been stated



to be approximately Rs. 25 crores. They enquired about the Ministry's present assessment of the same. The representative of the Ministry stated that the figures had been worked out on an approximate basis and it was rather difficult to work out the actual financial implications. There were over 1,000 units which were issuing passes to the staff and very often these were taken by employees for distances not actually covered later on. Instructions had been issued that the employees should, after utilising the passes, inform their units about the actual number of persons availing of the passes and the exact distance travelled against them. The figures for subsequent years were under compilation. As the work was voluminous, it would take some time.

3.15. The Committee enquired at what level the decision was taken not to accept the recommendation of the Estimates Committee regarding reduction in the number of free passes as well as privilege ticket orders. The representative of the Ministry stated that this decision was taken at the Minister's level. He stated:

"The labour has more or less taken it as an earned facility and have represented on more than one occasion that it will not be correct or fair to labour to think of reducing these facilities.

"All over the world transport organisation employees are given some compensation in the matter of travel. This is a universal feature and it can be seen in Indian Airlines, Air India, Shipping Lines, etc. There is also some rationale behind it. If people are not given some travel concessions, the fear is that railway employees travelling without any authority or without tickets may not be detected by other fellow employees who would naturally have some sympathy with them."

3.16. The Committee pointed out that the Estimates Committee had been assured by the Ministry of Railways that information regarding the number of passes and PTOs utilised by the Railway employees and their cost etc. during the year 1968-69 would be made available to Parliament in the latter half of calendar year 1969 and that the same procedure would be repeated in subsequent years. It had also been stated that the question of giving this information in the Annual Reports of the Railways would be considered thereafter. The Committee enquired why the requisite information had not been

made available to Parliament\* and whether the Railways had started maintaining the statistics on a regular basis. The representative of the Ministry replied that the amount of work involved in collecting the information was enormous. In a large number of cases, the information had to be obtained from the illiterate Class IV staff by a supervisor who had to take down his statement and later on have it compiled. As the amount of clerical work involved was enormous, it was considered that it would be better to work on the basis of passes issued less, say, 5 per cent.

3.17. To a question if computers could not be utilised for compiling this data, the representative of the Ministry stated:

“This is a matter which really does not claim priority in the matter of dealing with computers. We have not been able to collect this information despite our best efforts.”

3.18. In reply to a question if the Committee on Government Assurances would not have to take notice of this matter since it was an assurance given to Parliament, the representative of the Ministry stated that they would submit to the Estimates Committee their difficulties and accept the Committee's decision in the matter.

3.19. In reply to a further question if the issue of such passes to Railway staff did not result in overcrowding on the Railways, the representative of the Ministry replied:

“It would mean overcrowding, whether passes are issued or not; because, if the passes are not issued, it would be ticketless travel which will not be detected. There is some rationale behind it, we have to deal with 14 lakhs of employees.”

3.20. The Committee pointed out that the facility of free residential card passes was permissible in certain sections of the Northern Railway as well as in the suburban sections of Central and Western Railways. They enquired on what considerations this facility had been allowed to Railway employees and whether the financial implications of the same had been examined. The representative of the Ministry stated that the grant of residential card passes to Railway employees was meant to enable them to travel daily between their place of residence and their place of work. The entire question was reconsidered in 1953 and it was decided that those facilities which were being enjoyed and were in vogue at that time only should continue and no fresh concessions should be given. Therefore, the

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(\*The Ministry have improved the Committee that these statistics were made available to the Estimates Committee on 25-10-1972.)

concession had not been extended to sections where it was not enjoyed prior to 1953.

3.21. The Committee enquired whether the Railways maintained any statistics of the school cheque passes issued in favour of the children of Railway employees and if so, whether the financial implications of the same had been worked out. The representative of the Ministry stated that in addition to the privilege passes and PTOs, the employees' children were issued school passes at the rate of three sets per child to enable them to travel from the school to the headquarters of the employee. This facility was also limited to sections where it was in vogue prior to 1953. No other family member of Railway employees were issued residential card passes. Statistics of the issue of such passes were not being maintained.

3.22. The Committee observe that during the year 1968-69 for which figures have been made available to them, the number of passes and PTOs issued in favour of the Railway employees was 18.78 lakhs and 20.06 lakhs respectively. The financial implications thereof have been assessed at Rs. 25.40 crores of which passes accounted for Rs. 23.59 crores and PTOs Rs. 1.81 crores. This far exceeds the assessment made on the basis of a sample survey carried out on the Northern Railway in 1962 which indicated the total annual effect for Indian Railways as a whole to be about Rs. 8 crores for passes and about Rs. 70 lakhs for PTOs.\*

3.23. The rough calculations made by the Estimates Committee (1967-68) on the basis of information available in official documents placed the total cost of travel concessions at an optimum figure of Rs. 17.39 crores.\* Even this estimate falls short of the Ministry's own calculations by about Rs. 8 crores. If the financial effect of the facilities of concessional/residential Card Passes and school cheque passes were also taken into account, the total burden on Railway revenues would be very considerable.

3.24. The Committee note that in the absence of complete data, the above figure of Rs. 25 crores has been worked out on an "approximate" basis and that the figures for subsequent years are under compilation. The Committee regret to observe that despite the assurance given to the Estimates Committee by the Ministry that the figures for 1968-69 would be made available to Parliament in the latter half of the year 1969 and that the same procedure would be repeated in subsequent years, the requisite information was made available to the Estimates Committee as late as in October, 1972.

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\*Note (c. f. para of the 29th Report of the Estimates Committee 1967-68)

3.25. While the Committee agree that the work involved in collecting the data may be heavy, they regret the inordinate delay that occurred in making the information available to Parliament. This is only indicative of lack of seriousness in dealing with an issue which not only affects Railway finances substantially but also accentuates the problem of overcrowding on Railways.

3.26. In this connection, it is pertinent to note that the Second Pay Commission had come to the conclusions that "the travel privileges allowed to Railway employees are conspicuously extravagant and in large part, indefensible". The Commission had, therefore, suggested curtailment of the facility. Similar conclusions were arrived at by the Estimates Committee who examined the question in 1967-68. As the replies of the Ministry failed to convince the Estimates Committee (1968-69), the latter were compelled to reiterate their earlier recommendations in their Action Taken Report.

3.27. The Committee note that similar travel concessions are made available by the Railway administrations in some foreign countries to their employees and that the labour in India "has more or less taken it as an earned facility". While the Committee would not like to deprive the Railway employees of these facilities, they agree with the views of the Second Pay Commission as well as the Estimates Committee that there is a strong case for curtailment of this facility which is heavily weighted in favour of Class I and II staff. The Committee see no reason why any distinction should be made amongst different categories of Railway staff in this respect. In the absence of any convincing arguments to the contrary, the Committee reiterate the recommendations of the Estimates Committee that (i) the number of free passes allowed to serving Gazetted Officers (Classes I & II) should be brought at par with those allowed to Class III and IV employees; and (ii) suitable reductions may gradually be made in the number of free passes allowed to retired railway employees also with a view to effect economy and bring about uniformity.

3.28. The Committee further recommend that steps may be taken for speedy collection of data showing the financial effect of the travel concessions allowed to the Railway staff including concessional monthly tickets, residential card passes and school cheque passes issued in favour of Railway employees/their children in suburban sections. If necessary, computers should be utilised for expediting this work and the information placed before Parliament as early as possible. Instructions may be issued to all Railway administrations to maintain henceforth complete data in this regard and furnish quarterly returns to the Railway Board to enable compilation of the information without any delay in future. This data may also be published in the Annual Reports of the Railway Board (Zone-wise).

## CHAPTER IV

### RAILWAY USERS' AMENITIES

#### A. Expenditure incurred and Criteria followed

4.1. The Railway Convention Committee, 1965 had recommended that the provision for Railway Users' Amenities to be provided out of the Development Fund may be raised from Rs. 3 crores to Rs. 4 crores per annum during the next five year period. Accordingly, a sum of Rs. 4 crores per annum is allotted to the Railways for provision of Railway Users' Amenities.

4.2. Following is the list of items which are classified as amenities for passengers and other Railway users:—

#### *List of Items classified as Amenities for Passengers and other Railway Users*

- (1) Water supply at stations for the use of passengers, including not only general water supply arrangements which are used for providing water for railway users in carriages, stations, parcel offices and goods shed premises, but also purification plants installed, water coolers, electric or otherwise, water trollies etc. provided for use of railway users.
- (2) Provision of waiting accommodation including reinforced cement concrete and other types of benches at stations, parcel offices, goods sheds etc., including extensions or improvements to existing waiting arrangements, to meet the requirements of railway users.
- (3) Refreshment Rooms/Retiring rooms and vendors' stalls of all descriptions at stations, parcel offices, goods sheds etc. provided for catering to railway users, except those which the vendors are required by contract to provide at their own cost.
- (4) Provision of improvement of latrines provided for railway users at stations, parcel offices, goods sheds etc.

- (5) Miscellaneous improvements, viz., provision of seats, hedges, shady trees on platforms, at stations, parcel offices and goods sheds etc. to cater to the needs of railway users.
- (6) Raising, extending, widening, surfacing, covering or other improvements on platforms at stations, except when such works are required for other than passenger amenity reasons, e.g., extension of platforms at big stations to accommodate full length trains carrying additional coaches provided to relieve over-crowding, provision of additional platforms to facilitate crossing of trains.
- (7) Provision of additional foot over-bridges, improvements and covering of existing overbridges or subways within station premises to connect platforms or offices at stations, parcel office goods shed etc., to serve the needs of railway users.
- (8) Provision of bathing facilities at stations for use of passengers. Provision of washable aprons on passenger platform lines and provision of overhead and/or ground level arrangements at stations for filling water in carriages.
- (9) Provision or improvement of approaches and circulating areas at stations, parcel offices, goods sheds etc. including improved lighting, tonga-car-taxi-cycle rickshaw stands, sheds for bullock and other carts, water troughs etc., to cater to the requirements of railway users.
- (10) Improvement to existing carriages such as provision of fans, improved lighting and lavatories, special insulation in roofs, bigger water tanks in carriages, better fittings etc., intended to provide improved facilities for passengers, cost of additional coaches to compensate the loss in seating capacity when old coaches are replaced by new coaches which have a lower carrying capacity due to provision of better facilities for users.

- (11) Improved lighting and provision of fans on platforms or in waiting halls and sheds or vendors' stalls at stations, parcel offices, goods sheds etc., to cater to the requirements of railway users.
- (12) Opening of new flag stations or conversion of halts into flag stations, as passenger facility where there is no financial justification.
- (13) Exhibition of sheet time tables in glass fronted frames at stations, to serve the requirements of passengers.
- (14) Works under all the above heads meant to cater to railway users, provided in connection with Melas and required for periods exceeding 6 months.

Note: Works of this nature required for periods less than six months will be treated as temporary and charged to ordinary Revenue under paragraph 937-GI.

- (15) Any other works considered essential for meeting the requirements of railway users at any station, e.g., provision of Information Office or Kiosks, provision of public announcement systems etc.

4.3. The Committee were informed that taking into account the limited availability of funds, the Railways' aim was to provide in the first instance, the following basic amenities at all stations:—

*Basic Amenities to be provided at all Stations (excluding halt stations)*

- (i) Waiting halls;
- (ii) Benches;
- (iii) Suitable arrangements for lighting in waiting halls and booking offices;
- (iv) Drinking water supply;
- (v) Latrines;
- (vi) Platforms with well maintained surface;
- (vii) Proper booking arrangements; and
- (viii) Planting of shady trees.

4.4. At halt stations, the following basic amenities are required to be provided:

- (i) Rail level platform;
- (ii) Small waiting shed which will serve also as the booking office.
- (iii) Lighting arrangements where trains stop at night.
- (iv) Planting of shady trees.

4.5. The Committee enquired about the number of stations where basic amenities were lacking at the beginning of the Fourth Plan and the progress made in this regard so far. They have been informed that the number of stations where the "basic amenities" were lacking at the beginning of Fourth Plan (1st April, 1969), was as under:—

1. Waiting Halls	115
2. Benches	36
3. Suitable arrangements for lighting of waiting halls and booking offices	12
4. Drinking Water supply	26
5. Latrines	1044
6. Platforms with well maintained surface	134
7. Proper booking arrangements	11
8. Planting of shady trees	192

The programme for provision of the above basic amenities was completed in 1970-71.

4.6. The Committee enquired what further improvements were proposed to be carried out to make travel by third class passengers more comfortable particularly for long distance passengers. The Ministry have stated that additional facilities like extension of third class waiting halls, platform covers, raised platforms, piped water supply, refreshment rooms, vendors' stalls, station approach roads, lengthening of platforms, etc. for the use of all classes of passengers and waiting rooms for upper class passengers are carried out on a programmed basis in consultation with the Railway Users' Amenities Committee with which public opinion is also associated. While selecting the works, the comparative needs and urgency for the works at different stations and the availability of funds, is taken into consideration.



4.7. Other facilities being provided at stations are briefly mentioned below:—

- (i) Public address system at important stations for guiding passengers about running of trains, platforms on which they will be received etc.
- (ii) Extra booking windows and improved reservation facilities.
- (iii) Announcing facility on platforms to expedite attention of the staff concerned to passenger complaints in regard to water, train lighting, carriage defects etc.
- (iv) Dormitory type cheap retiring rooms at important stations.
- (v) Spacious and improved types of waiting halls at important stations for the use of third class passengers.

4.8. The Committee understand that now that the programme for provision of basic users' amenities has been completed at all stations, the Ministry consider it desirable that instead of spreading out thinly the passenger amenity works on a large number of stations all over the country, a few important stations may be selected for intensive improvement programmes like flooring, lighting, toilets, refreshment rooms, drinking water and general raising of the standard of cleanliness. It is proposed to take up such works on selected station buildings at State Capitals, Zonal/Divisional headquarters of Railways, industrial and pilgrim centres, on a phased programme every year.

4.9. A leading manufacturers' organisation has stated in its memorandum to the Committee that "The idea with which the Fund was originally started was to provide amenities normally not provided by the Railways. But, most of those facilities that should usually be the routine responsibilities of the railway for instance, wash at stations, extension of platforms, raising of platforms etc. are not being done from the amounts of this Fund. This is wrong and unwarranted, or the Fund should be given some other name."

4.10. Another non-official organisation of long standing, has submitted to the Committee that:

"The idea of starting the Fund, in the time of late Lal Bahadur Shastri, was with a view to provide amenities which were normally not provided by Railways.

Even the word "Amenity" means a little more or extra service than usual. However, neither the spirit nor the face meaning is observed in practice.

In fact, every conceivable thing is included in amenity like water hut, surface wash at stations, covers over platforms and on foot overbridges, extension of platforms, opening extra coaching windows, provision for foot over-bridges and waiting halls, raising of platforms, extra lights, etc. etc. Many of these things must be attended to by Railways in normal course.

My Federation is therefore, not able to endorse the present Railway Board's directive about amenity fund and very strongly disapprove its explanation and implementation. Hence the Federation has demanded the grant to be increased. The purchasing power of rupee has gone down and in view of the ridiculous inclusion of several items, unconceivable by common sense, this grant must be increased as it falls too short of requirements.

Besides amenities to passengers—human beings—the funds are to be applied for facilities to animals like water troughs, sheds in goods yards, approach road to goods yard etc. Hence either this fund be appropriately renamed or many of the items from the Railway Board's directive should be eliminated."

4.11. The Committee pointed out during evidence that it had been represented to them that the provision of Rs. 4 crores per annum for Railway Users' amenities was totally inadequate in view of the rise in prices. They enquired if the question had been reviewed by the Railway Board and if so with what results. The representative of the Ministry stated that no detailed review had been undertaken by the Railway Board in the context of increase in prices. However, a quick review of the amenities provided, had been made and it was found that the first aim of providing basic amenities at all Railway Stations had been fully realised. During the last two decades, a sum of Rs. 65.45 crores had been spent in providing basic and additional amenities. The plan-wise pace of expenditure was as follows:—

	(Rs. in crores)
First Plan	13.34
Second Plan	14.71
Third Plan	14.61

<i>Non-Plan years</i>	(Rs. in Crores)
1966-67	3.66
1967-68	3.14
1968-69	3.92
<i>Fourth Plan</i>	
1969-70	4.47
1970-71	3.76
1971-72	3.84

4.12. He added that a provision of Rs. 3.83 crores had been made in the Budget for 1972-73.

4.13. As to the adequacy of the allocation, the representative of the Ministry informed the Committee that the expenditure on Railway Users' Amenities was chargeable to Development Fund which also bore expenditure on (i) unremunerative operating improvements (costing more than 3 lakhs each); (ii) staff amenities such as schools, hospitals, quarters etc., and (iii) operating improvements estimated to cost individually above 25,000. The Fund was required to be fed by appropriations from Revenue surplus. The position of Railway finances had, however, not been satisfactory for a number of years. Consequently, either inadequate or no appropriations could be made to the Development Fund. In 1964-65 and 1965-66, the annual surpluses were inadequate to meet fully the expenditure chargeable to Development Fund. From 1966-67 to 1970-71, the Railways had been in the red with the result it had been difficult to find any resources for the Fund. The expenditure on development items of work could be sustained only —

- (i) by withdrawing from the accumulated balances in the fund, which were Rs. 52.23 crores at the end of 1963-64; and
- (ii) subsequently by obtaining temporary loans from the Ministry of Finance.

The indebtedness of the Railways to the general revenues amounted to Rs. 86.65 crores at the end of 1971-72. In other words, in eight years from 1964-65 to 1971-72 the Railways had spent Rs. 138.88 crores (Rs. 52.53 plus Rs. 86.65 crores) on works chargeable to Development Fund when there was little or no Revenue surplus.

4.14. The representative of the Ministry added that the demands on Development Fund for works other than passenger amenities were equally urgent and insistent. The scale of executing them was

also affected by price escalations. The Railways' financial position, however, did not permit them to put more money in the Development Fund. This could, therefore, only be done by borrowing larger sums from the Ministry of Finance and increasing their indebtedness, which was financially not a prudent measure. In the Fourth Plan, a programme of spending Rs. 100 crores on development items had been drawn up. The Railways could ill-afford to enlarge this programme with the given constraints of their financial position. However, if resources permitted, they hoped to increase the Development Fund expenditure to Rs. 150 crores, i.e. Rs. 30 crores a year in the Fifth Plan.

4.15. The Committee pointed out that the financial position of the Railways had shown some improvement consequent upon the exemptions/concessions given by them earlier and it should therefore, be possible for the Railways to work out a programme for providing amenities to passengers on a larger scale. The Financial Commissioner stated that although the budget for the current year anticipated a surplus of Rs. 32.5 crores, it had since been found that the expenditure under various heads had increased due to grant of additional interim relief to the staff and the award of the arbitration tribunal. There had also been price increases and the expenditure on repairs and maintenance had gone up. As a result, the anticipated surplus would come down to a nominal amount. The Railways may have to borrow money from the Finance Ministry for the Development Fund. In fact, the financial position of the Railways would be further affected on receipt of the Report of the Pay Commission. The demand for bonus for Railwaymen was also being strongly pressed by both the Federations of Railwaymen.

4.16. The Committee drew the attention of the representative of the Ministry to the following observation of the Railway Catering and Passenger Amenities Committee, 1967:—

“Certain members of Railway Users' Amenities Committees and some Passenger Associations who interviewed the present Committee were firmly of the view that washable aprons provided at stations were not passenger amenities works and should not, therefore, be charged to the Development Fund. Their argument was that such aprons were sanitary arrangements provided for keeping stations clean and cannot be described as amenities to passengers like waiting halls etc. The Committee suggest that the question of charging the cost of aprons to some other head of expenditure be considered by the Railway Board.”

4.17. The Committee enquired about the reasons for not accepting the above recommendation of the Catering and Passenger Amenities Committee. The representative of the Ministry stated that the provision of washable aprons was neither a safety nor an operational requirement. The advantages of clear tracks and relief from bad odour due to the fouling of the tracks by the use of lavatories while the train was standing on a station, was an amenity to the passengers. Considering that this was the most useful item in the list of passenger amenities, the Board decided to maintain the *status quo* with the approval of the then Minister of Railways.

4.18. The Committee further enquired about the reasons for not crediting the income derived by way of rent etc. from the premises rented out for running of Refreshment Rooms and Vendors' stalls to the Development Fund as the same had been classified as amenities for passengers. The representative of the Ministry stated that this item had been treated as a passenger amenity from the inception of the Betterment Fund/Development Fund with the approval of the then Standing Finance Committee and the successive Convention Committees. The income derived by way of rent etc., from the Refreshment Rooms and Vendors' stalls was treated as "Sundry other earnings" and credited to Abstract 'Z' and not to the Development Fund. Under the standing rules of allocation which had been drawn up with the approval of the Comptroller and Auditor General, Receipts and Revenue earnings were not treated as reduction of expenditure.

4.19. In this connection, the representative of the Ministry further informed the Committee that the maintenance expenditure for passenger amenities was charged to Ordinary Revenue and not to the Development Fund.

4.20. The Committee observe that the basic amenities to be provided at all stations include such items as platforms with well maintained surface and proper booking arrangements. They enquired the reasons why these items had been classified as Users' Amenities and whether it was not incumbent on the Railways as a common carrier to make provision for these facilities as a part of their normal expenditure. The Ministry have stated in reply that the platforms, improvements and additions to booking offices and other items coming under the category of Users' amenities when provided at stations on the construction of a new line are allocated to Capital. When these amenities are subsequently provided at the existing stations or on the opening of new stations on existing lines these are considered as passenger amenities works chargeable to DF(1).

4.21. The raising, surfacing and covering of platforms has been regarded as a passenger amenity from the inception of the Development Fund originally created as Betterment Fund in 1946. The list of passenger amenities works was also approved by the Standing Finance Committee and Auditor General in 1946. These facilities are not necessary from the operating or safety considerations and have therefore been classified as users' amenities.

4.22. Expenditure of a Capital nature on amenities to passengers is not financially remunerative and, therefore, is not charged to Capital. The need for undertaking these works on other than financial considerations has been accepted and to enable the Railways to plan such works over a reasonable period a separate Development Fund which was credited with the funds from the surplus Railway revenues was created. It has, therefore, been accepted that the provision of these facilities cannot be out of the normal Capital or revenue expenditure of the Railways but the cost thereof should be met from a Special Fund created for such purposes. Since the Fund is only by appropriations from Revenue surplus, indirectly the expenditure on such amenities is borne by Revenue.

4.23. The Committee further pointed out that the cost of additional coaches to compensate the loss in seating capacity when old coaches are replaced by new coaches which have a lower carrying capacity due to provision of better facilities for users was also treated as a part of expenditure on Passenger Amenities. They enquired about the reasons therefor, the number of such coaches replaced during each of the last 3 years (zone-wise) and the cost thereof. The Ministry have explained that prior to 1st April, 1968, if an old coach was replaced by a new coach with a lower seating capacity the cost of replacement was charged to D.R.F. The Capital was, however, required to be credited with a proportion of the original cost of the old coach, representing the reduction in seating capacity. In 1967 the position was reviewed as a number of additional coaches had been programmed to make good this loss in the seating capacity. The cost of these coaches was also being charged to Capital treating them as on additional account.

4.24. The older coaches have a seating capacity from 86 to 132 on the B.G. and 53 to 112 on the M.G. Against this, the present standard III class coach has a seating capacity of 80 on B.G. and 64 on the M.G. The loss in the seating capacity was directly due to the provision of more amenities to passengers in the coaches like more leg space, wash basins etc. On this consideration it was felt that the

cost of the loss in seating capacity which was proposed to be recouped by providing additional coaches should be treated as a passenger amenity and charged to Development Fund from 1st April, 1968. By providing these additional coaches the Railway was not planning to have any additional earnings but was catering for the same level of seating capacity for the carriage of passengers.

4.25. The number of such coaches replaced during each of the last 3 years (Zone-wise) is as under:—

Railways	1969-70	1970-71	1971-72
Central	25	14	23
Eastern	10	8	9
Northern	10	11	5
Southern	5	1	
South Central	4	1	
South Eastern		6	
Western	10	8	3
TOTAL	64	49	40

4.26. The total yearwise cost of these coaches is as follows:—

1969-70	Rs. 174.32 lakhs
1970-71	Rs. 114.64 lakhs
1971-72	Rs. 142.28 lakhs

4.27. The Committee note that a sum of Rs. 15.99 crores was spent during the first four years of the Fourth Plan on provision of Railway Users' Amenities and that the programme for provision of basic amenities at all stations has since been completed. The Railways now propose to take up intensive improvement programme at selected stations instead of allocating the available funds thinly for a large number of works all over the country.

4.28. The Committee consider that now that the programme for provision of basic passenger amenities has been completed on all Railways, it is time for the Railway Board to review the question of providing additional amenities in all its aspects and to lay down suitable guidelines in this regard for the benefit of the Zonal Railways.

4.29. A perspective plan may be drawn up for provision of much needed amenities and priorities laid down (zone-wise) for provision of such additional amenities according to the requirements of traffic, particularly for tourists and pilgrims at various important stations.

4.30. The Committee further recommend that the question whether the provision of a particular facility like the cost of additional coaches to compensate loss of seating capacity, extension of platforms, raising of platforms etc., should be treated as part of the normal obligation of the Railways as a public carrier or the same should be treated as a Users' amenity and expenditure thereon should be debited to the Development Fund, should be gone into thoroughly by the Railways by associating a few representatives of the National Railway Users' Consultative Committee and their suggestions in this regard should be placed before the next Railway Convention Committee for their consideration.

#### **B. Arrangements for supply of drinking water at stations and in coaches**

4.31. The Committee pointed out that the Railway Catering and Passenger Amenities Committee had recommended that arrangements to provide more tube wells and handpumps for supplying drinking water at stations should be intensified. They enquired what action had been taken during the last three years to augment the facilities for supply of drinking water to passengers at stations and in trains and how it was ensured that the various facilities provided for supply of drinking water to the travelling public were properly mentioned and break-downs were attended to promptly, particularly in summer months. The Ministry have stated in a note that the facility of drinking water supply arrangements is one of the basic amenities to be provided at all stations (except halt stations) on Indian Railways. This amenity has accordingly been provided on all stations on the Indian Railways.

4.32. Instruction have been issued from time to time to Railways to provide manually operated hand pumps at all stations where these were no suitable arrangements for supply of water and where ground strata was suitable for the purpose.

4.33. The Railway Catering and Passenger Amenities Committee, 1967, have observed in their report that the Board's orders have been implemented in part only and that hand pumps had not been installed even at stations where water was easily available at comparatively shallow depths.



4.34. The above recommendations of the Committee were accepted and instructions to Railway Administrations were issued in May, 1968 to implement the same immediately. The Railways were also directed that at stations where the strata is suitable, hand pumps should be installed immediately, and at other stations they should immediately review the existing water supply arrangements and arrange to provide more manually operated hand pumps, if found necessary taking into account the extent of passenger traffic handled by the station. Such works are undertaken on a programmed basis consistent with the availability of funds.

4.35. The Railways are accordingly taking necessary action and the total amount incurred during the last three years on provision of water supply at Stations for the use of passengers etc., is given below:—

1968-69	Rs. 21.79 lakhs
1969-70	Rs. 30.73 lakhs
1970-71	Rs. 34.23 lakhs

4.36. As regards proper maintenance of the various facilities for drinking water supply, prompt attendance of break down etc., it is stated that the Railway Administrations were impressed upon in May, 1968, to ensure that manually operated hand pumps wherever installed are maintained satisfactorily and any defects are rectified promptly.

4.37. Again in July 1969, in the context of complaints regarding the unsatisfactory condition and lack of proper maintenance of public utility services at stations, the Railways were directed to institute special drives to ensure that these are maintained in a ship shape condition. At selected important stations they were instructed to post a work supervisor to be specially in charge of proper maintenance of the public utility services, and who should be provided with multipurpose artisans to perform the functions of carpenter as well as plumbers-cum-fitter. It has also been laid down that the work supervisor should take daily rounds of station building and its precincts to see all the public utilities are in good condition and any defect noticed is rectified immediately.

4.38. Instructions have also been issued to Railways from time to time, before the onset of summer, to make a quick review of the water supply arrangements at stations specially at places where the position is likely to be acute during the summer months and to ensure that adequate arrangements are made to avoid public inconvenience.

4.39. In the context of failure of monsoon at certain places in the country this year, similar instructions to all Railways are being reiterated.

4.40. Asked if the Railways had examined the feasibility of providing ice cooled water to passengers free or at a nominal charge in or near the compartments during summer months, the Ministry have informed the Committee that water coolers have been installed on the platforms of important stations. Passengers can get down and take cold water from the coolers without and payment. This arrangement is considered to be superior to the alternative of providing iced water

4.41. Instructions have been issued to Railways to provide water coolers on all stations which deal with an average of 1000 passengers (inward and outward) or more per day and where piped water supply and electricity are available, on five years' programmed basis.

4.42. A former Chairman, Railway Board has stated in his memorandum to the Committee that :—

In our hot climate, cool drinking water is the most important passenger amenity and when I was the General Manager of the South Eastern Railway I had attempted to provide piped water supply in the waiting rooms and on the platforms of all the electrified stations and water coolers at important road side stations also. There used to be a ban on the water cooler because of import of stainless steel but this ban has since been removed. It is not adequate to provide just one water cooler on a long platform at important stations, since through trains run with as many as 18 bogies. In fact a small water cooler may be designed so that it can be fitted in AC Chair Cars, even III Class sleepers where attendants are provided and can watch that the facility is not misused to prevent theft etc. it would perhaps be helpful if the unit is portable and could be plugged on by the staff at the starting station of the train and taken off at the destination."

4.43. The Committee are informed that experiments were carried out for the provision of water coolers in third class sleeper coaches and Chair Cars with a view to consider extension of this facility in coaches along with augmentation of generating capacity. A few water coolers were provided in IIIrd Class sleeper coaches of Frontier Mail on an experimental basis, after carrying out certain modifications

to these coaches, such as augmentation of the axle generating equipment and battery. It has not been possible to get properly designed indigenous equipment for this application. The available equipment is unreliable, liable to failure and costly in maintenance. The cost of provision of this amenity is very high.

4.44. It may also be observed that adequate arrangements have been made for the supply of cold drinking water to passengers by provision of water coolers on platforms and deployment of watermen. Additional watermen are also deployed during the hot weather. On certain trains such as GT Express, Frontier Mail, etc. water containers have been provided as an experimental measure in 1st class corridors and IIIrd class sleeper coaches, which are replenished at the starting stations and *en route*

4.45. In view of this, Board have decided that it was not necessary to provide water coolers in IIIrd class sleeper coaches as it is neither practicable from the point of view of maintenance nor necessary in view of the drinking water facilities already provided.

4.46. The water coolers already provided in Chair Cars, where augmentation of power supply or other modifications are not required, will be continued.

4.47. The Committee enquired if the assistance of the RDSO had been sought in this regard or any alternative proposals had been considered. The representative of the Ministry stated in evidence that while it was not difficult to provide water coolers, it had been found that it would be extremely difficult to maintain them. Moreover, they were not able to get sufficient power generated from axles even for lights, fans and other normal facilities required for non-air-conditioned accommodation as the number of fans and lights provided had gone up.

4.48. The Committee enquired if the Railway Board had considered the feasibility of providing an additional water tank in all coaches of long distance trains and a tap in each compartment to ensure uninterrupted supply of potable water. The Ministry have stated in reply that the feasibility of providing additional water tanks in coaches of long distance trains has been examined but there is no possibility of providing extra tanks, due to limited availability of space. Additional water taps in the compartment/corridors cannot be provided as otherwise the tanks would get emptied very fast which would result in serious inconvenience to passengers. Experiments have also been carried out with provision of potable water containers by providing such containers in First Class corridor

coaches and Third Class sleeper coaches of nominated trains but the problems encountered in refilling of such containers were so many that the experiment had to be abandoned.

4.49. The Committee enquired if any complaints had been received about the non-working of the water-coolers and if so, what steps had been taken to ensure their continuous working. The Ministry have stated that there have been instances of failure of water coolers provided at stations, leading to complaints from railway users. The failures were found to be on account of maintenance faults and/or large scale misuse by passengers as well as non-railway users during summer. Such unauthorised removal of cooled water from the water coolers makes it difficult to maintain the water cooled at the desired temperature.

4.50. Preventive as well as corrective maintenance arrangements have been provided on railways for maintaining the water coolers in working condition.

These include:—

- (i) regular overhauling of water coolers during the winter months so that they are in good fettle for use during the summer months;
- (ii) regular checking of the working of water coolers according to a prescribed schedule of maintenance and rectification of defects found during such inspections;
- (iii) watch on the working of the water coolers at the various levels through periodical reports and corrective action being ordered wherever lacunae in the maintenance system demanded;
- (iv) training of staff engaged in the maintenance and repair of water coolers in the general electric repair workshop of railways.

4.51. Regarding misuse of the water cooler facility by passengers as well as non-railway users, arrangements made to check such misuses include, encasement of the water cooler in protective wire-mesh structure, distribution of cooled water to individual passengers in tumblers by staff. Providing a tray below the water cocks to inhibit use of big vessels to collect cold water.

4.52. Of all the basic passenger amenities provided by the Railways, the Committee attach the greatest importance to provision of

adequate drinking water facilities at all stations, big and small. With the increase in the loads of passenger trains to as many as 18 bogies in some cases, it has become all the more necessary to augment these facilities so as to ensure that they are within easy reach of the passengers.

4.53. The Committee note that an expenditure of Rs. 86.75 lakhs was incurred by the Railways during the first three years of the Fourth Plan on schemes for supply/augmentation of drinking water facilities at stations. The Committee have, in paragraph 4.15 of their First Report, already emphasised the need for giving top priority to providing clean and cool drinking water to the travelling public.

4.54. Keeping in view the climatic conditions in the country, the Committee consider that it is not enough to provide facilities for supply of drinking water to the passengers but also to ensure that the hand pumps, tubewells, water coolers and other gadgets are properly maintained for rendering efficient service particularly during summer months and that break-downs etc. are promptly attended to.

4.55. As already pointed out in paragraphs 4.16 and 4.17 of their First Report, the Committee would like the Ministry to particularly ensure proper maintenance of water coolers which have been provided at important stations at a good deal of public expense. The Zonal Railways should also be asked to ensure that the facility is not misused either by the travelling public or by the Railway staff themselves.

4.56. As complaints continue to be voiced about the inadequacy of these facilities as well as poor maintenance thereof, the Committee consider that the supervisory officers should be asked to personally ensure that the water supply arrangements are adequate and in proper working condition at all times. Inspecting officers should also ensure the adequacy and proper maintenance of drinking water facilities at the stations during their visits and include the same in their Inspection Reports. Responsibility for lapses if any, in this matter should be promptly fixed. The Committee need hardly emphasise that adequate funds will continue to be earmarked by the Railways for this purpose.

4.57. The Committee have noted with interest the experiments made by the Railways for provision of water coolers in IIIrd Class Sleeper Coaches but these are stated to have been abandoned as it was found extremely difficult to maintain these water coolers. The feasibility of providing additional water tanks in coaches of long distance trains it also stated to have been examined but found impracti-

cable due to limited availability of space. The Committee would like the RDSO to further explore the possibilities of supplying potable water in coaches of long distance Mail/Express trains. They consider that it should not be beyond the ingenuity of the Railways to cater to this requirement which will be very much appreciated by the travelling public.

### C. Electrification of Station Buildings

4.58. The Committee enquired about the number of unelectrified Railway stations where electricity was available in the vicinity, at the beginning of Fourth Plan, the number of them since electrified and the proposals in this regard for the remaining period of the Fourth Plan. The Committee are informed that the policy is to electrify important stations where low tension electric supply is available on reasonable terms and conditions.

4.59. At the beginning of the Fourth Plan there were 165 unelectrified railway stations on Indian Railways, where electricity was available in the vicinity. Of the above, 124 stations have since been electrified and 13 more stations have been programmed to be electrified by the end of the Fourth Plan.

4.60. Apart from these 370 more stations where electricity became available nearby were also electrified and 166 more stations are programmed for electrification by the end of the Fourth Plan. In all, 4400 stations have been electrified so far.

4.61. The Committee would like the Ministry to take expeditious steps for electrification of all stations where electric supply is available in the vicinity. Close liaison may be maintained in this regard with the State Electricity Boards so that the programme for progressive electrification of all stations keeps pace with the electrification schemes of the State Governments.

### D. Booking and Reservation Facilities

4.62. In a number of memoranda submitted to the Committee by eminent non-officials and organisations of long public standing, mention has been made of the hardships faced by Third Class Passengers due to inadequacy of booking and reservation facilities which gives rise to malpractices by unscrupulous elements amongst the railway staff. Non-receipt of reservation advices in time by long distance passengers requiring train connections *en route* is also a general complaint.

4.63. The Committee, therefore, enquired if the Railways had undertaken a comprehensive review of the facilities available to the public for booking and reservation particularly for third class passengers in recent years and if so, what the findings of such review were and what action had been taken to augment the facilities. The Ministry have informed them that the question of providing adequate facilities for booking and reservation, particularly for third class passengers, has been engaging the constant attention of the Railway administration.

4.64. Detailed work studies have been conducted of the functioning of the reservation and booking offices at important stations like New Delhi, New Delhi Connaught Place, Delhi Main, Lucknow, Bombay Central, Bombay VT, Ahmedabad, Fairlie Place, Esplanade Mansion and Madras Central. Some of the measures taken to improve the functioning of the booking and reservation offices are as under:—

- (i) Combining the functions of booking and reservation at the same counter. Under the previous system the passengers had to stand in two different queues. This was time consuming and cumbersome.
- (ii) Increasing the number of reservation counters at the Reservation Offices with a view to ensuring quicker service to the passengers.
- (iii) Provision of extra booking counters wherever found justified and augmenting of the strength of booking clerks even where reservation may not be required.
- (iv) Direction-wise grouping of trains for the purpose of reservations at the Reservation-cum-Booking counters.
- (v) Elimination of unproductive work through a simplified system of maintaining records and registers.
- (vi) Reorganisation and rationalisation of utilisation of staff with a view to improving their productivity.

4.65. To meet the heavy demand for reservations during rush periods like Puja, Summer and Christmas holidays, additional booking/reservation windows are provided.

4.66. A Committee of Members of Parliament has been recently appointed to (i) examine the rules and procedure in vogue on Railways in respect of sale of tickets and reservations of seats and berths and suggest proposals to minimise inconvenience to passengers in this

respect and to remove the lacunae, if any, in the procedure, (ii) to identify the nature of malpractices and irregularities committed by outsiders including unrecognised travel agencies in securing unauthorised reservations and to suggest measures to stop them, and (iii) to study the adequacy of the existing provisions of the law to deal effectively with the offenders and make recommendations in this regard.

4.67. The Committee have in para 2.65 of their Third Report recommended that the Railways should undertake a quick survey of the adequacy of booking windows and booking clerks, particularly at important junction stations which deal with heavy passenger traffic and take necessary remedial measures in this regard.

4.68. The Committee have no doubt that the Committee of Members of Parliament which is currently examining the procedure for booking and reservations on Railways will examine the problem in all its aspects and that necessary action in pursuance thereof will be taken to bring about tangible improvements.

4.69. One aspect of the matter to which the Committee would like to draw attention of the Ministry is that the reservation charts for Third Class Passengers are mostly written in hand and are not, therefore, quite legible. This leads to avoidable confusion at the last moment which is sometimes taken advantage of by unscrupulous elements amongst the staff to harass the passengers and indulge in malpractices. The Committee would like the Ministry to issue instructions that all reservation charts including those for IIIrd Class passengers should be invariably typed. It should also be ensured that these are not only displayed well before the departure time of the train but that the boards are well lit and hung at prominent places on the platforms. Railway staff should also be instructed to give guidance to the passengers, particularly those belonging to the IIIrd Class, in locating reserved seats. Any disregard of these instructions should be taken serious note of.

#### **E. Sleeper Accommodation for Third Class Passengers**

4.70. The Committee are informed that the facility of sleeper accommodation for the third class passengers which was introduced for the first time in 1954, is now available in 3-tier and 2-tier sleeper coaches on almost all Mail and Express trains involving full night journeys. Sleeper accommodation in third class has also been provided on certain passenger trains and on some sectional/through third class coach services involving night journeys. The total number of sleeper coaches in use on Indian Railways at present is nearly



2,100. Provision of 748 additional sleeper coaches, 548 broad gauge and 200 metre gauge, has been included in the Rolling Stock Programme for 1973-74.

4.71. The Committee enquired about the number of trains on which third class sleeper accommodation was available at the commencement of the Fourth Plan and the number of trains on which such accommodation was provided during 1969-70 to 1971-72. They further enquired if third class sleeper accommodation had been provided on all trains involving overnight journey and if not, what was the number of such trains and whether any phased programme had been prepared for extension of this facility. The Ministry have informed the Committee that at the commencement of the Fourth Five Year Plan i.e. at the end of March, 69, 341 trains were running with third class sleeper accommodation. At present, third class sleeper accommodation has been provided in 498 trains.

4.72. It has further been stated that third class sleeping accommodation has been provided on almost all trains involving an overnight journey, wherever justified. There are 130 trains involving a night journey but carrying no sleeper coaches. Out of these, third class sleeper coaches were introduced on 16 trains but were subsequently withdrawn on account of poor occupation. Most of these trains are short-distance slow-moving passenger trains and therefore, the demand for sleeping accommodation on them is negligible. However, introduction of sleeper coaches on these trains wherever justified is kept in view.

4.73. The Committee enquired whether the demand for sleeping accommodation on all long distance trains involving overnight journey had been fully satisfied and if not, what the extent of unsatisfied demand was and what measures were being taken to satisfy the same. The representative of the Ministry stated in evidence that there was "plenty of demand" but the Railways were not in a position to satisfy the same because of overcrowding in all Express and Mail trains. Although as a matter of policy, they were progressively providing more and more sleepers on such trains, a stage had now come when the Railways would have to decide whether it would be desirable to provide more sleeper accommodation at the expense of unreserved Third Class accommodation.

4.74. Citing a test case, the representative of the Ministry stated that on the 1 UP and 2 DN Howrah-Kalka Mails they had provided a total of 254 seats for reserved accommodation in Third Class and 320 in the unreserved portion. The percentage of overcrowding in the unreserved Third Class had consequently gone up to 181 per cent. The Railways would, therefore, have to decide about the proportion to be maintained between the sleeping accommodation and

unreserved accommodation on the trains.

4.75. In a further note about the extent of unsatisfied demand for sleeping accommodation of trains, the Ministry have stated that the waiting list for third class sleeper berths is limited to 10 per cent of the accommodation available for reservation by each train at the originating station. It is, therefore, not possible to indicate the exact demand for third class sleeping berths *vis-a-vis* the availability of accommodation by each train. Experience, however, shows that the demand for sleeping accommodation is always more than the accommodation available on long distance important Mail and Express trains running on trunk routes and on main line sections.

4.76. In order to satisfy the demand for sleeping accommodation, steps are taken to augment the number of sleeper coaches on these trains wherever feasible and justified subject to availability of sleeper coaches. However, almost all the important trunk route trains are running with full load and any augmentation is not, therefore, feasible. Wherever feasible and justified, steps are also taken to replace the existing coaches by sleepers. During 1971-72 and from 1-5-72, 33 sleeper coaches were provided in lieu of other types of coaches.

4.77. While switching over from steam to more powerful diesel traction in order to provide additional accommodation on long distance Mail/Express trains the loads of trains are also augmented, *inter-alia*, by sleeper coaches. Since 1-4-71, 12 pairs of trains have been placed under diesel traction.

4.78. A pair of bi-weekly Janata Express viz., 131DN/132UP Jayanti Janata, consisting of mainly sleeper coaches, has been introduced with diesel engines, between New Delhi and Mangalore/Ernakulam with effect from 26th January, 1973.

4.79. In reply to a question whether the Railways would consider the question of providing sleeper coaches on all passenger trains involving night journey, the representative of the Ministry stated that it was their policy to provide sleepers even on passenger trains. As more and more such coaches came out of workshops, the facility would be extended to passenger services. The time likely to be taken for extending this facility to all passenger trains involving overnight journey would have to be calculated.

4.80. A former Chairman, Railway Board has stated in his memorandum to the Committee that:—

“In a dusty tropical climate like ours, the need for air-conditioned travel is fundamental, provided technology can

make it cheap. I had, therefore, mooted the idea of self-equipped air-conditioned III Class Chair Car and air-conditioned Three Tier Sleeper coaches."

4.81. The Committee enquired if the feasibility of providing air-conditioned sleeper coaches had been considered and if so, with what results. They have been informed that the proposal to run air-conditioned 3rd Class Sleeper coaches has been under examination and the design of the B.G. coach has recently been finalised. The salient features of this new type of coach which will provide sleeper berths in 2-tier arrangements are indicated below:

(i) No. of passengers to sit	48
(ii) No. of passengers to sleep	48
(iii) No. of doors aside	2
(iv) No. of toilets	5

4.82. In addition to the five lavatories provided, one dressing room has also been provided for the use of ladies.

4.83. Orders for construction of 10 such B. G. Coaches for use on A. C. Express (Deluxe) Trains have been placed on I.C.F. in September, 1972 and they will be manufactured as quickly as possible. This will cover all the A.C. Express Services. The fare for this class of travel is likely to be equal to that of First Class.

4.84 The Committee find that the Railways have not made any assessment so far of the demand for third class sleeping accommodation on trains involving overnight journey even though their policy is to provide such accommodation not only on Mail/Express trains but passenger trains as well. It was, however, admitted in evidence, that there was "plenty of demand" for such accommodation.

4.85. The Committee would like the Ministry to make a detailed assessment of the requirements of sleeping accommodation for third class passengers particularly on Mail/Express trains on trunk routes and to prepare a time-bound programme for provision of this facility on all trains involving over-night journey, subject to the demand being sufficient.

4.87. The Committee further recommend that the Ministry of Railways should carefully work out the economics of all new proposals before introducing them even on an experimental basis with a view to ensure that the new facilities are not subsidised by the common man.

#### F. Retiring Rooms

4.88. The Committee pointed out that it was decided in 1961 that retiring rooms should be removed from the list of passenger amenities and treated as part of station buildings for the purpose of allocation of cost. These orders were, however, revoked in 1966. The Committee enquired about the reasons for the same. The representative of the Ministry stated that this had been done as a result of fresh review made in 1966 when allotment of funds for passenger amenities was raised from Rs. 3 crores to 4 crores on the basis of the recommendation of the Railway Convention Committee.

4.89. The representative of the Ministry added that the cost of retiring rooms constructed at the time of construction of a new line was debited to the capital cost of the project but in cases where additional retiring rooms were provided at a certain station, the cost was debited to the Development Fund.

4.90. The Committee enquired whether the Railway Board had undertaken a survey of the occupancy ratio of the retiring rooms in recent years and if so, what the findings were. The representative of the Ministry stated that such an assessment was made in 1971 when it was found that the occupation of 749 retiring rooms at 213 stations with a total of 1,627 beds varied from 3 per cent (Kanpur-Anwarganj) to 100 per cent (Bombay VT).

The Committee enquired if any statistics were maintained to indicate the number of days in a year when the retiring rooms were occupied by Railway staff and passengers separately. The Ministry have stated in reply that information for pass holders and other passengers is not maintained separately.

4.91. The Committee would, in this connection like to draw attention of the Ministry to the following observations of the Railway Catering and Passenger Amenities Committee, 1967:—

“Such poor percentage of occupation of some retiring rooms shows that although a few of them might have been provided at district headquarters station etc., there was no real justification for them. It was understood that some

of the poorly patronised retiring rooms were being closed down or utilised for other purposes on some railways. The Committee suggest that the policy regarding the construction of retiring rooms be revised and such rooms provided only at stations where there is full justification for them and a reasonable chance of securing a minimum of 40 per cent occupation."

4.92. The Committee enquired about the criteria followed in fixing the rental charges for retiring rooms at different places and whether the rates were uniform for the Railway staff and the general public. Representative of the Ministry stated that the rates charged were not uniform at all places because of variations in (i) material cost (ii) interest on capital and (iii) maintenance and depreciation including staff cost. He added that the rates charged must have some relation to the prevailing rates for similar accommodation in a particular city.

4.93. The Committee pointed out as an instance the varying rates charged at Lucknow and Agra and enquired about the reasons for the wide disparity. The representative of the Ministry stated that the Northern Railway had been asked to revise the rates as they had not undertaken such an exercise for the past 30 years. Further asked if it was not desirable to maintain some parity in this regard, the representative of the Ministry stated that the question of standardising the charges would be examined.

4.94. The Committee note that the occupancy ratio of the retiring rooms varies considerably from place to place being as low as 3 per cent in case of Kanpur—Anwarganj. This point was commented upon by the Railway Catering and Passenger Amenities Committee also. The Committee would like the Ministry to examine if these rooms could not be put to better use at places where their occupancy is less than 40 per cent so that the expenses incurred on their maintenance and upkeep could be justified.

4.95. The Committee would further like the Railway Board to maintain data about the occupation of the retiring rooms by Railway staff and the general public separately so that their real utility to the travelling public could be determined.

4.96. The Committee further note that there is a wide variation in the rental charges for this facility from place to place and that in the case of the Northern Railway at least, the position has not been reviewed over the past 30 years. The Committee would like the

Ministry to undertake a comprehensive review of the position in this regard on all Railways with a view to standardising the charges, which should not exceed Rs. 10 for a double bed room. For additional costs provided in emergency, a sum of Re. 1 per bed may be charged. In places where the occupancy of the retiring rooms is relatively poor, it may even be worthwhile to reduce the rental charges.

4.97. The Committee would further like to point out that the maintenance and upkeep of the retiring rooms, particularly at smaller stations, leaves much to be desired. They would like the Railway Board to impress upon the Zonal Railway Administrations the need to keep these rooms in a neat and tidy condition at all times and to ensure that the sanitary and electric fittings are in good shape and in working order.

#### G. Dormitory type Accommodation

4.98. The Committee enquired if the Railway Board had considered the feasibility of providing dormitory type accommodation to passengers at or near important Railway stations at a low charge for a short stay of 1-2 days. The Ministry have informed them that dormitory type retiring rooms have been provided at 54 railway stations on the Indian Railways. There are 71 dormitories with a total of 398 beds. A list showing the names of stations where these are provided, the number of beds in each and the charges for occupation is given in Appendix IX.

4.99. The occupation charges for dormitory type retiring rooms are less than those for single-bedded and double-bedded retiring rooms. The charges range from a minimum of Rs. 1.50 to a maximum of Rs. 6 per bed as against Rs. 2 to Rs. 10 per bed for single or double-bedded retiring rooms.

4.100. The normal period of stay allowed is 24 hours but this can be extended under exceptional circumstances like sickness etc. or if there be no demand from other passengers.

4.101. During evidence, the Committee enquired about the experience of the Railways as to the usefulness and popularity of dormitory type of accommodation provided at certain stations and whether there was any proposal to construct more dormitory type of retiring rooms at places of tourist interest or in pilgrim centres. The representative of the Ministry stated that instructions had been issued for construction of more dormitory type of retiring rooms in all pilgrim centres and other mela points.

4.102. The Committee pointed out that the charges per bed for dormitory type of accommodation ranged from Rs. 1.50 at Rajgir to Rs. 6.00 per day at Ahmedabad. They enquired about the reasons for wide variations in the charges not only from one Railway to another but also from place to place on the same Railway and whether it would not be desirable for these charges to be made more moderate and uniform particularly when the stay in a dormitory was restricted to 24 hours. The representative of the Ministry stated that they would examine the matter.

4.103. The Committee note that the Railways have so far provided 71 dormitory type of retiring rooms with a total of 398 beds at 54 Railway stations in the country and that instructions have been issued for construction of more dormitories in all pilgrim centres and other places where melas are held.

4.104. As the dormitories provide cheap accommodation to the travelling public for a short stay of upto 24 hours, the Committee welcome the proposal to provide more dormitories. In order that full advantage is taken of this facility by the travelling public, the Railways would do well to standardise the charges at a moderate level say Rs. 2 per bed. The services of caretakers may also be provided to look after the comforts of passengers and their luggage etc.

#### H. Facilities for Tourists

4.105. The Committee enquired about the steps taken by the Railways (Zone-wise) to promote tourist traffic and the expenditure incurred on provision of facilities for tourists during the Fourth Plan. The Ministry have informed them that during the years 1969-70, 1970-71 and 1971-72 (Fourth Plan), a number of special trains were arranged for tourists on demand from Travel Agents, as per details given in Appendix X. In addition to these special trains, reserved coaches were also provided for tourists, as per details given in Appendix XI.

4.106. The other facilities afforded to tourists which have been in existence over a number of years are:—

- (i) To cater for a one-day trip from Delhi to Agra and back, the Taj Express has been introduced. It leaves Delhi at 07.15 hours and the tourist can return after a full day visit to Agra at 22.05 hours. An air-conditioned-chair car providing a view of the country side, cool drinking water, an attendant in every coach and a well-equipped dining car

are some of the important features of this train.

- (ii) Priority is given to foreign tourists over the general public in the matter of advance reservation. They are allowed to reserve their berths 180 days in advance as against 30 days normally allowed for air-conditioned, 20 days for first class and 10 days for third class accommodation.
- (iii) Quotas set apart for high officials are released in favour of foreign tourists if not found utilised by high officials at the time the demand is made.
- (iv) In case of Excursion Specials run for foreign tourists sponsored by the Tourist Department, the minimum distance limits of 2,500 Kms. is reduced to 1,500 Kms.
- (v) Hill concession return tickets are issued from stations situated at a distance of 800 Kms. or more during certain periods of Summer months. (This year this concession was in force from 1st May, 1972 to 30th September, 1972).
- (vi) Circular tour tickets are issued for standard itineraries fixed by the Railways and also for itineraries of the parties' choice at 15 per cent concession in fares. The minimum distance for which tickets can be issued is 2,400 Kms.
  - (i) Overseas tourists were given 15 per cent concession in air-conditioned first class fare. This concession was however, withdrawn from 1st October, 1971 in consultation with the Department of Tourism.
  - (ii) Travel as you like tickets were also issued to foreigners at 15 per cent concession. This facility was also withdrawn from 1st September, 1971 in consultation with the Department of Tourism.
- (vii) The Railways display at railway stations and on trains posters or photographs brought out by the Tourist Department.
- (viii) The Department of Tourism have been provided with accommodation at such Railway Stations as are considered to be of tourist importance to run their information centres. These centres exist at Ahmedabad, Bangalore City, Darjeeling, Gaya, Jalgaon, Jaipur, Kathgodam, Madurai, Muzaffarpur, New Jalpaiguri and Siliguri Junction.



- (ix) Tourist guides have been provided by the Railways at Bombay V.T., Bombay Central, Calcutta and New Delhi to assist the tourists in arranging their tour programmes, reservations etc. They maintain liaison with the Regional Tourist Offices.
- (x) The Railways have provided Retiring Rooms for the stay of passengers at important places of tourist importance. The charges for the Retiring Rooms generally compare favourably with the charges for hotels of similar standard in the locality. At some selected places, air-conditioned rooms have also been provided to cater for the foreign tourists.
- (xi) The Indian Railways also run three hotels at the following places:—

1. Aurangabad Hotel	run by the South Central Railway
2. Puzi Hotel	run by the South Eastern Railway
3. Ranchi Hotel	run by the South Eastern Railway

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(It has now been decided to hand over Aurangabad Hotel to the Indian Tourism Development Corporation. Proposals to hand over the other two are under consideration.)

4.107. Some of the facilities cannot be evaluated in financial terms. Others are such as can be availed of by ordinary passengers also, so that it is not possible to apportion the expenditure incurred on tourists. Still others are in the nature of concessions in fares where expenditure as such is not incurred.

4.108. In reply to a question if any assessment had been made of the usefulness of the various facilities/amenities provided to tourists, the Ministry have stated that no formal assessment has been made by the Railways of the utilisation of the facilities granted. The facilities are, however, well patronised.

4.109. Asked how liaison was maintained by Railways with the State Governments and the Director-General, Tourism, the Ministry have replied that decisions are taken in consultation with the Ministry of Tourism and Civil Aviation. A close liaison with the Ministry of Tourism and Civil Aviation is maintained not only at the level of the Ministry but also through various Committees of the Department of Tourism.

These are:

1. National Tourism Board.
2. Tourist Development Council.

These Committee hold periodical meetings on which the Railways are represented.

4.110. In order to facilitate better liaison between the Ministry of Tourism and Civil Aviation and the Ministry of Railways, a Tourism Cell manned by personnel drafted from the Railways is proposed to be set up in the Ministry of Tourism and Civil Aviation. The proposal has been forwarded by the Ministry of Railways to the Ministry of Tourism and Civil Aviation, and is now under consideration of that Ministry.

4.111. The Committee enquired why the concessions given to overseas visitors had been withdrawn and whether this had had any adverse effect on the number of overseas tourists visiting India and consequently upon Railway earnings. The Ministry have informed them that the 15 per cent concession in the fares for A.C. class was being allowed to the overseas tourists from 15th October, 1958. This originated on a suggestion from the Department of Tourism as an incentive for attracting foreign tourists. The facility of 'Travel As You Like' tickets is in force since 1961 when this was observed as a Tourist Year by the Department of Tourism. This was also introduced on a suggestion from the Department of Tourism and had been continued at their instance.

4.112. These concessions were withdrawn in 1971 because the Department of Tourism felt that these did not materially figure in the monetary calculations of the foreign tourists and could be withdrawn.

4.113. The Railways have not made any assessment of the effect of the withdrawal of these concessions on the number of foreign tourists visiting India nor have they heard anything in this regard from the Department of Tourism. It is, however, felt that this could not have had any effect because the number of "Travel As You Like" tickets being sold was only about 80 per year and the number of tourists who availed the 15 per cent concession in A.C. Class was also about 300 to 400 per year. Thus, these facilities were not much in use and their withdrawal can have hardly any effect on the tourist traffic.

4.114. It has been suggested to the Committee that in order to encourage tourist traffic, passenger tickets should be made available to the public through travel agents in all municipal towns. Asked:

if the feasibility of the proposal had been examined, the Ministry have replied that the Board have not received any such suggestion. However, it is not worthwhile appointing travel agents for issue of passenger tickets in all municipal towns. In the smaller and medium sized cities, the Railway stations are not far off and passengers can make use of the booking facility provided at the stations. Travel agents also would not like to operate in smaller cities for want of adequate traffic.

4.115. However, in larger cities such as Bombay, Calcutta, Madras, Ahmedabad, etc. travel agents are already functioning for providing the necessary booking facilities to the tourists.

4.116. It has to be remembered that for tickets sold by the travel agents, the Railway has to pay commission on the value of the tickets sold. There is no justification for allowing this commission for booking of tourist traffic in every city because Railways have already provided adequate booking arrangements at the stations. .

4.117. In larger cities where the distant suburbs have to be served, the Railways open City Booking Offices also in addition to licensing travel agents for booking of passengers. This is subject to there being adequate traffic justification.

4.118. The Committee enquired if the Ministry had considered the question of organising 'Yatra' or sight seeing trains to cover important centres of tourist interest so as to augment their earnings. The Ministry have in a note stated that the question of organising 'yatra' or sight seeing trains by the Railways, of their own, has not been considered. It is felt that it is not possible for the Railways to undertake such a work because this involves the enlisting of intending passengers for specified itineraries months in advance to make up a train load. This work can perhaps best be done, and is being done, by the several tourist agencies spread over the country. This is also generally the practice abroad.

4.119. Whenever private parties and tourist agencies approach the Railway for running such trains, the requests are favourably considered subject to the availability of the necessary rolling stock. Several such excursion/pilgrim special trains are run every year.

4.120. The conditions for running these trains are that the carrying capacity of a minimum of 8 bogies for a distance of 2500 Kms. must be paid for. The parties sponsoring the trains make out their own itineraries.

4.121. It is difficult to say that Railway earnings can be greatly augmented by running such tourists specials because passenger services are not profitable. It is also not considered feasible to charge such tourist specials at higher rates than those applicable for the passengers travelling by ordinary trains. The normal tendency of tourists is to seek concessions and, therefore, any attempt to charge such trains at a higher rate is bound to evoke unfavourable response and might also lead to diminution in the tourist traffic.

4.122. It has been represented to the Committee that exorbitant rates are charged by private companies who organise the "Yatra Specials". They enquired if the matter had come to the notice of the Railway Board. The Ministry have stated that no such complaints have been received by the Railway Board. The Railways allot reserved bogies or special trains to whosoever is prepared to pay the prescribed charges. It is upto the organiser of the tour as to how he collects the passengers for travel in the reserved bogie or the special train. This aspect concerns the organiser and the passengers and not the Railways.

4.123. It has been suggested to the Committee that tourist bogies should be made available on more liberalised terms. The Committee enquired if the matter had been examined and if so, with what results. The Ministry have informed them that the Railways provide three types of tourist bogies, viz. A.C. Tourist Cars, Non-A.C. Tourist Cars and Third Class Tourist Cars. Besides bogies of the general type are also supplied.

4.124. The charges levied for supply of an ordinary reserved bogie are equal to the fares for the actual number of persons travelling subject to a minimum per bogie kilometre rate which is as under:—

Distance (Kms.)	Minimum rate per km. per bogie	
	(B.G.)	(M.G.)
	Rs.	Rs.
1 to 500	2.70	2.20
501 and over	2.15	1.75

4.125. For detention caused to these bogies, a detention charge at the rate of Rs. 15 per A.C. bogie and Rs. 5 per non-A.C. bogie per hour or part thereof is also leviable after allowing five hours of free time at each halting station.

4.126. The charges for the Tourist bogies, as recently revised, are as under:—

(i) *Loaded Haulage*: Fares for the actual number of passengers travelling subject to a minimum per km. rate as follows:—

	Rate per Km. per bogie	
	B.G.	M.G.
	Rs.	Rs.
A. C. Tourist Cars . . . . .	2.80	2.40
Non A. C. Tourist Cars . . . . .	2.60	2.20
III Class Tourist Cars . . . . .	2.00	2.00

(ii) *Empty Haulage*: This is charged for supplying the bogie from the point where it is normally stabled upto the point at which it is required by the party and again from the point it is released upto the stabling point. The rate of empty haulage is Re. 1.00 per km. for A.C. as well as Non-A.C. First Class CTs—both B.G. and M.G. For Third Class CTs, it is 75 paise per km.

(iii) *Hire*: The rate of hire per 24 hours or part thereof is Rs. 40 per A.C. as well as Non-A.C. CT on the B.G. and Rs. 30 on the M.G. For Third Class CTs, it is Rs. 20 per 24 hours or part thereof. Hire is charged at halting stations only after allowing a free time of five hours at each halt.

4.127. The rates charged by the Railways have to cover the cost of operation including interest, depreciation and overhead costs. They have also to be related to the earning capacity of the ordinary coaches hauled by regular trains. Considering these aspects and the extra comfort that the parties enjoy in having reserved coaches hauled as per their convenience, the minimum rate prescribed by the Railway would appear to be quite reasonable.

4.128. While taking note of the various facilities provided by the Railways for attracting tourists both from within and without the country, the Committee consider that there is still abundant scope for providing more facilities for travel by rail, particularly to the overseas visitors to whom this vast country with its rich cultural heritage, offers much to see.

4.129. The Committee consider that the technological advancements made by Indian Railways in recent years should be fully exploited to cater to the requirements of overseas visitors. The Railways should look upon tourist traffic not so much as a direct source of earnings for themselves but as a source of earning much needed foreign exchange for the country.

4.130. In this connection, the Committee welcome the proposal to set up in the Ministry of Tourism and Civil Aviation, a Tourism Cell manned by personnel drafted from the Railways for facilitating better liaison between the two Ministries. The Committee hope that with better co-ordination and aggressive salesmanship, it would be possible for the Railways to attract more foreign tourists and that the facilities provided for them would be suitably augmented and brought to international standards. The position in this regard should be kept under constant review and highlighted in the annual Reports of the Railway Board.

4.131. So far as home tourists are concerned, the Committee consider that notwithstanding the problem of overcrowding, which in any case, is confined mostly to trunk routes, the Railways should take more energetic steps for fostering this traffic in the interest of national integration as well as for augmenting their own earnings. As the country abounds in places of tourist and religious interest, the Committee consider that the earnings of the Railways can be considerably augmented by drawing up attractive package programmes in liaison with travel agencies. The Railways would also do well to study the measures adopted by Railways in some of the advanced foreign countries to attract tourist traffic.

4.132. The Committee would in particular urge the Railways to provide more and more facilities to students and workers to see the country. Special 'See Your Country' trains may be run for the benefit of the student community as well as the rural and industrial workers with the cooperation of the State Governments and educational authorities.

### I. Maintenance of existing amenities

4.133. The Railway Catering and Passenger Amenities Committee, 1967 had observed in its Report as under:—

“A large number of members of the public strongly criticised the present state of maintenance of the existing facilities at stations and on trains and voiced the complaint that, although a number of amenities were available, the lack of proper maintenance stood in the way of the public availing many of them. It was pointed out that in numerous cases lights and fans did not work and water coolers went out of order during summer. Broken furniture in waiting rooms etc. was not being replaced promptly and the upkeep of retiring rooms left much to be desired. The strongest criticism made was in regard to latrines which were stated to be seldom cleaned by the staff provided for the purpose.

In the opinion of the Committee, this position reflects a very unsatisfactory state of affairs and calls for an intensive drive on the part of the Railways to effect an immediate improvement. The concerned staff should be made conscious of their responsibilities and inspections by officers should be tightened up.”

4.134. That there has not been any appreciable improvement in the position since the Report of the above Committee was submitted to Government, is evident from the adverse comments made in the memoranda submitted to the Committee by eminent non-officials and organisations representing public opinion. A former General Manager of a Zonal Railway, to quote just one instance, has observed that:

“Maintaining passenger amenities at stations to the satisfaction of the user all the time is much more important than their mere provision. The Railway traveller often observes obnoxious conditions in most railway waiting rooms, lavatories, retiring rooms etc. due to lack of inspections and follow-up by executive officers. This maintenance aspect should receive a lot more attention from the Commercial Officers and Divisional Superintendents.”

4.135. The Committee, therefore, enquired about the steps taken to ensure that the maintenance aspect particularly the sanitary conditions in waiting rooms, retiring rooms, lavatories, etc. received constant attention of officers concerned. The Ministry have informed them that the Railway Administrations pay sustained attention to maintain a proper standard of sanitation on railway platforms and in station premises and adequate sanitary staff are provided at stations to ensure proper cleanliness. In addition, bearers have been posted in waiting rooms and retiring rooms for keeping them clean and tidy.

In the course of their inspections of stations supervisory officials pay special attention to the cleanliness and maintenance of stations and lapses on the part of staff concerned are promptly taken up. Instructions have also been issued that cooperation of passengers should be elicited through posters, sign boards, announcements on loud-speakers etc. in keeping the station premises clean and to the proper use of amenities like bath-rooms, lavatories, waiting halls, waiting rooms etc. provided at stations for use of passengers.

4.136. In order to foster a spirit of competition amongst the station staff, trophies and monetary prizes are awarded to the best kept stations at regular intervals on each Zonal Railway.

4.137. As regards maintenance and upkeep of station buildings, it is stated that every endeavour is being made by the Railway Administrations to keep the condition of the station buildings in a satisfactory condition. Repairs and maintenance are carried out on condition basis as and when necessary.

4.138. Special drives are launched at selected important stations for proper maintenance of the public utility services. For this purpose a supervisor is deputed to be specially in charge of the maintenance and he takes daily rounds of the station building and its precincts to see that all fittings, doors, windows etc. are in good condition. Defects noticed are set right immediately with the help of the artisan posted with him. It has also been made clear to the staff that proper maintenance and upkeep of the station and surroundings would be one of the important facets, by which their work would be judged.

4.139. The Committee consider that proper upkeep of the various passenger amenities is as important as their provision. While instructions do exist for ensuring that the maintenance aspect receives constant attention of the staff concerned, the experience of the travelling public would not appear to testify the claims made by the Railways in this regard. The sanitary conditions particularly in the Third Class waiting halls, lavatories and bath rooms are far from satisfactory. The Committee consider that it is certainly not for want of staff or funds that an appreciable improvement has not been found possible. While special drives in this regard may help to improve matters for sometime, they do not provide any alternative for sustained efforts which alone can provide an answer to this problem.

4.140. The Committee expect the Ministry to ensure that any dereliction of duty by the staff concerned will be visited with suitable punishment and that no efforts will be spared to ensure that the facilities provided at great expense to the common man are properly maintained and looked after so as to be of maximum service to the travelling public.



## CHAPTER V

### CATERING SERVICES

5.1. The Committee are informed that out of about 2900 stations and 50 pairs of trains where catering facilities are provided on the different Railways, departmental catering obtains at 102 stations and on 26 pairs of trains. At about 2798 stations and on 24 pairs of trains, catering service is rendered by contractors.

5.2. The Committee enquired about the criteria followed in undertaking departmental catering on stations and trains. The Ministry have informed them that departmental catering at selected stations was introduced on the railways in the year 1954 on a recommendation made by a High Powered Catering Committee that Railways should set a standard for the contractors to emulate.

5.3. The Railway Catering and Passenger Amenities Committee, 1967, which went into all aspects of catering recommended that Railways should consolidate their existing catering services and effect an improvement in their quality and service before extending departmental catering. This recommendation was accepted with the proviso that an exception in the matter of extending departmental catering might be made in respect of prestige stations or stations where a proper contractor could not be found despite efforts.

5.4. Now that the consolidation has been achieved, selective extension of departmental catering is being done.

5.5. With a view to ensuring that a high standard of quality and service is maintained, departmental catering service is also undertaken for V.I.Ps. travelling in special trains and for tourist specials, special parties, etc.

5.6. As dining cars on trains take away much needed capacity for passenger accommodation, it has been decided that these should be progressively eliminated from trains and instead, catering should be done through pantry cars, a portion of which would be available for passenger accommodation. Food procured from static units would be kept in hot cases in such pantry cars and sold to passengers. An experiment in this direction has already been introduced on train Nos. 3UP/4 DN Frontier Mails with effect from 16th April, 1972.

5.7. The Committee enquired if in the matter of selective extension of departmental catering any criteria/guidelines had been laid down and at how many stations departmental catering had been introduced since this decision was taken. The Ministry have stated that no criteria have been laid down, but as stated earlier, such extension is considered in case of prestige stations and stations where suitable contractors cannot be found. In case of pantry car service such extension would be considered.

5.8. Departmental catering has been introduced at the following stations after acceptance of the Railway Catering and Passenger Amenities Committee report in 1968 when this decision was taken:

Secunderabad	. . .	1-8-1969	Comprehensive	
Lower Hailong	. . .	23-11-1970	Partial	
Tinsukia	. . . .	2-3-1971	Partial	,
Hyderabad	. . .	16-6-1972	Comprehensive	
Dadar	. . . .	1-11-1972	Partial	
Godhra	. . . .	1-8-1972	} To set up base kitchens.	
Surat	. . . .	1-8-1972		
Sharnagar	. . .	16-4-1972		
Kota	. . .	16-4-1972		
Bharatpur	. . .	16-4-1972		

5.9. Asked about further proposals in this regard during the remaining period of the Fourth Plan, the Ministry have stated that proposals on hand are:

1. Comprehensive departmental catering at Katihar.
2. 1/2 Madras-Mangalore Mail.
3. 27/28 West Coast Express.
4. 23/24 Madras-Bangalore Express.
5. 41/42 Kerala Express.
6. 19/20 Madras-Cochin Mails.
7. 25/26 Island Express.
8. 47/48 Cochin-Calicut Express.

5.10. The Committee called for information regarding profit/loss incurred on Static units, mobile units and hotels (separately) under

departmental management during each of the last four years. The following figures have been furnished by the Ministry:—

*Statement showing Profit/Loss in respect of Static/Mobile Hotels run departmentally for the years 1968-69 to 1971-72.*

Year	(Figures in thousands of Rupees)			
	Static	Mobile	Hotels	Total
	Rs.	Rs.	Rs.	Rs.
1968-69	(+) 2857	(-) 6,91	(+) 1,76	(+) 23,42
1969-70	(+) 24,64	(-) 6,45	(+) 2,42	(+) 20,61
1970-71	(+) 17,61	(-) 5,42	(+) 1,36	(+) 13,61
1971-72	(+) 19,04	(-) 49	(+) 1,52	(+) 20,07

5.11. Asked to indicate the steps taken to affect economies in the running of departmental catering establishments during the last 3 years and the results achieved, the Ministry have stated that the various steps taken to affect economies in running department catering during the years 1969-70 to 1971-72 are:

- (i) Purchase of raw materials at economical rates through Fair Price Shops.
- (ii) Review of the staff strength of departmental catering establishments as a result of which a number of posts in different categories were surrendered. This has resulted in saving of staff costs.
- (iii) Scrutiny and pruning of the schedules of ingredients for various preparations to the extent possible without sacrificing the quality. Correct assessment of requirements of passengers to avoid any wastage, particularly in mobile units.
- (iv) Intensification of inspections, enforcement of stricter control and supervision.
- (v) Amalgamation at certain stations of the vegetarian and Non-vegetarian Refreshment Rooms and starting of combined Vegetarian-cum-Non-Vegetarian Rooms with separate kitchens.
- (vi) Economy in the expenditure of fuel by utilising cheaper fuel.

(vii) Abolition of a number of *a-la-carte* items in the mobile units to avoid wastage.

(viii) Periodical review of the tariff for *a-la-carte* items such as puri, Samosa, namkin etc. which are controlled by the individual Railway Administrations to meet the increase in cost of raw materials without sacrificing the quality.

5.12. As a result of the steps taken from time to time, it has been possible to run the departmental catering at profit despite increase in staff cost and all round increase in prices of raw materials.

5.13. The Committee enquired about the number of staff rendered surplus and the savings affected as a result of the review stated to have been carried out regarding the staff strength of departmental catering establishments. The Ministry have informed them that the number of staff surrendered and savings affected as a result of the reviews carried out in 1969-70 and 1971-72 is being ascertained and will be furnished later.\*

5.14. The Railway Catering and Passenger Amenities Committee, 1967 had stated in their Report that—

“While departmental Dining Cars incur recurring losses, contractors are stated to be earning a profit from identical services. The basic reason behind the losses incurred by railways in the operation of their mobile units, therefore, seems to be the heavy and ever-increasing staff costs and possible heavy leakage of revenue.

“Vigorous steps should be taken to plug the heavy leakages in revenue which are stated to be occurring in the mobile units. The performance of different sets of staff on different trips should be closely analysed and glaring variations in expenditure and sales taken up promptly. Replacement checks, on the model of those done in connection with ticket checking, may yield satisfactory results. Supervision on this aspect should be tightened up and defaulting staff taken up severely. The Committee feel that these measures, coupled with a drastic reduction in staff costs, are urgently called for in the working of departmental Dining Cars.”

5.15. The Committee called for a statement showing the profit/loss on each of the dining cars during the last 3 years. The statement furnished by the Ministry is given in Appendix XII.

5.16. The Committee enquired if the economics of running dining cars on trains had been studied and if so, what the findings were and

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\*Not received till the time of finalisation of the Report.

whether the question of continuation of this facility had been reviewed in the light of such study. The Ministry have stated that the Railway Catering and Passenger Amenities Committee 1967 which examined the working of catering services provided by the Railways also examined the economics of running dining cars on trains. The Committee observed that the present mobile units on the Indian Railways were popular among the travelling public and any reduction in their present number should be affected only if such a step became inescapable. They examined the steadily increasing losses in the operation of mobile units and attributed these losses to the following factors:—

- (i) The higher cost of staff provided in dining cars as compared to static units as a larger number of staff is required on these cars than at static units.
- (ii) Inability to optimise staff strength caused by long idle runs of dining cars at night on daily trains and idling time on bi-weekly and tri-weekly services.
- (iii) The payment of overtime allowance on some mobile services.
- (iv) The payment of travelling allowance to all categories of staff on mobile units.
- (v) The issue of a large number of uniforms to bearers on dining cars.
- (vi) A higher incidence of breakage and loss of utensils and crockery.

5.17. With a view to minimising the losses in the operation of the mobile units the Committee also made the following recommendations:—

- (i) The practice of appointing pay-cum-commission bearers should be replaced by some other system which would restore incentive on the part of the bearers.
- (ii) Vigorous steps should be taken to plug the heavy leakages in revenue stated to be occurring in the mobile units.
- (iii) Replacement checks on the model of those done in ticket checking should be made.
- (iv) Supervision should be tightened up and defaulting staff taken up severely.

These recommendations were accepted by the Board and instructions were accordingly issued to the Railway Administrations.

5.18. The Committee also recommended picking up of food from static units for storage in dining cars in suitable hot cases, in order to reduce drastically the cooking of food and washing of utensils in dining cars. On an experimental basis, the conventional dining cars on 3 DN/4 UP Frontier Mails have been replaced by pantry cars from 16-4-1972, picking up food from stations *en-route*. A review of the working of these arrangements from April to July 1972 revealed that the experiment has been successful as it has been appreciated by a large number of passengers.

5.19. Short distance mobile services which complete a round trip within a day yield profit when they are fully vested. On the other hand, the restaurant/dining car service on the long distance trains are prone to incur losses. The system of appointing bearers on Pay-cum-commission basis in mobile units in future has been abolished and it has been decided to have bearers on wholly commission basis with a view to help in boosting sales and reduce losses on the mobile services.

5.20. Dining car services are generally running at a loss. Moreover, on account of the very heavy pressure under which they operate, they tend to become dirty and un-hygienic. Finally, they occupy valuable room on over-crowded trains. It has, therefore, been decided to dispense with dining cars on a phased basis and to replace them with pantry-cum-passenger coaches which will pick up food from static units *en-route*.

5.21. The Committee pointed out that the Railway Catering and Passenger Amenities Committee had observed that the question of abolition of departmental catering at small uneconomic units may be investigated by the Railways concerned. They enquired if this investigation had since been completed and if so what action had been taken in pursuance thereof. The Ministry have stated:

"Information will be furnished. The railways have been asked to implement the recommendations."

5.22. The Committee enquired during evidence whether the Railway Board had studied the working and organisational set up of hotels and rail catering services on British Railways and whether the question of organising similar services on the Indian Railways had been considered. The representative of the Ministry stated that a comparative study of the hotels and catering services provided by the British and Indian Railways had not been made. Basically,

however, classification of such services into station catering, train catering and hotels appeared to be the same. The Indian Railways were running three hotels which were owned by the Ex. Nizam State Railway and the Ex. Bengal-Nagpur Railway at Aurangabad, Puri and Ranchi. The hotel business had not been extended as the Ministry felt that it was not necessary to duplicate the efforts of the Ministry of Tourism who had already set up a chain of hotels all over the country. It was proposed to hand over the hotel at Aurangabad to the India Tourism Development Corporation under the Ministry of Tourism. In case that Ministry were interested in taking over the other two hotels at Puri and Ranchi also, the matter would be considered.

5.23. The witness further stated that so far as the station and train catering services were concerned, the Railways had, during the last few years, taken over a large number of private catering establishments under departmental management. The financial results of working of these services were somewhat better than on the British Railways system. It would be seen from the Annual Report of the British Railways Board for 1971 that the turnover of station catering was £13.4 million and the net receipts were £0.6 million, the profit, therefore, being about 4.5 per cent. However, on train catering services there was a deficit of £0.4 million in 1971. Taking the station and train catering services together, the profit came to less than 1 per cent. The turnover of the catering services provided by Indian Railways and the profit earned during the last 3 years was as under:

(Rs. in lakhs)				
	Turn-over	Profit	Percentage	
1969-70	700.00	20.00	2.9	
1970-71	758.00	13.00	1.7	
1971-72	821.00	23.00	2.7	

5.24. The representative of the Ministry stated that the endeavour of the Indian Railways was to supply cheap food to the public and to maintain quality to the best extent possible. The intention was not to make excessive profit out of the catering system but to limit it to a modest percentage of about 4 per cent.

5.25. In reply to a further question, the witness stated that two major changes had occurred after 1953 so far as catering services were concerned. In the first instance, the dining car was now open to everybody travelling on the train. Secondly, the length of the

trains had increased from 8/9 coaches to 17/18 coaches whereas the size of the Dining Car remained the same. Moreover, India was the only country in the world which served a variety of dishes to suit the taste of passengers from different regions. Consequently, it had become physically impossible to meet the demand of all passengers hygienically and satisfactorily. The Railways had, therefore, recently introduced a system similar to that prevailing on the Indian Airlines for serving meals from static units on the Delhi-Bombay route. Meal was brought in aluminium containers from stations and kept in hot cases in the pantry car provided on the train. It was proposed to extend this arrangement on the Delhi-Madras and Delhi-Howrah routes.

5.26. In reply to a further question, the representative of the Ministry informed the Committee that by replacing Dining Cars with Third Class bogies it would be possible for the Railways to earn additional revenue to the extent of Rs. 6 to 8 crores per year.

5.27. In regard to station catering, the representative of the Ministry informed the Committee that the matter had been gone into very carefully by a special Committee some years ago. It was recommended by the Committee that departmental catering should, in the first instance, be consolidated before any further expansion was undertaken. The stage of consolidation had since been reached and the Railways were showing profits on their departmental catering services in so far as the loss of the order of Rs. 11 lakhs incurred in 1955-56 had been gradually wiped out and the modest surplus of Rs. 1.19 lakhs achieved in 1966-67 had since increased to Rs. 23 lakhs in 1971-72. It was now proposed to go ahead on a selective basis on certain routes and to provide departmental catering both in static units as well as in the trains.

5.28. The Committee enquired about the financial results of working of the Railway hotels during the last three years. The representative of the Ministry stated that the Aurangabad Hotel showed a profit of 10.7 per cent in 1970-71 while the Puri Hotel showed a profit of 11.4 per cent during that year. Figures for 1971-72 were not readily available.

5.29. The Committee enquired whether proforma profit and loss account and balance sheets were maintained in respect of hotels and catering services separately. The representative of the Ministry stated that Profit and Loss Accounts in respect of each hotel and each type of service i.e., Mobile units, Dining Cars, refreshment rooms etc. were available but divisionwise record was not maintained. It had been decided that wherever the Railways were incurring



losses, separate accounts should be maintained and efforts made to improve the financial results.

5.30. The Committee further enquired whether the Mobile Units run by contractors were also running into losses. The representative of the Ministry stated that he was not aware of the exact position but he felt that they would not be running into losses as otherwise they would not continue operating them. It was also possible and if the private contractor had some static units also, he would try to set off the loss on the Dining Car against the profits on static units.

5.31. The Committee enquired whether in view of the decision taken to progressively eliminate the dining cars, a time-bound programme had been drawn up in this regard and whether any exercise had been made to ascertain the economies likely to accrue thereby. The Ministry have stated in reply that no time bound programme has been drawn up. Western Railway will be introducing Pantry Car Service on 26/25 Paschim Express trains. Picking up food has been introduced on G.T. Express from 1st January, 1973.

5.32. The Committee enquired whether this facility had been appreciated by passengers travelling on the Frontier Mail. The representative of the Ministry stated that it had received wide appreciation and was also profitable. The breakages and wastage of food were very small. Moreover, the space required by the pantry car was 3/4th of that required by a dining car. Therefore, it had become possible to provide additional first class berths in the remaining 1/4th portion.

5.33. The Committee enquired if the Railways had examined the feasibility of handing over some of the catering arrangements to cooperative societies, Mahila Samitis or other social welfare organisations of repute. The Ministry have replied that the policy is that when a catering contract become available for allotment, cooperative societies of vendors and voluntary organisations of Mahila Samitis, who are capable of rendering satisfactory service are considered for allotment of such contract. 21 cooperative societies all over the railways hold various types of catering and vending contracts.

5.34. Referring to the decision of the Railway Board to have bearers in mobile units on wholly commission basis in future and not on pay-cum-commission basis, the Committee enquired how the services of the existing staff were proposed to be utilised. The representative of the Ministry stated that the staff appointed on pay-cum-commission basis would be transferred to the static units.

5.35. In regard to the recommendation of the Railway Catering and Passenger Amenities Committee that the scope for promotion of catering staff should be enlarged and the channel of promotion raised to class II level, the representative of the Ministry stated that this matter would be settled on receipt of the recommendations of the Pay Commission and that it would be given sympathetic consideration.

5.36. The Committee enquired how often the tariff rates had been revised since 1969-70 and how the present rates compared with those obtaining prior to 1969-70. The Ministry have stated that since the year 1969, the tariff for Indian style Vegetarian and Non-vegetarian meals and Western style Breakfast, Lunch and Dinner was revised once i.e. as from 20th December, 1970. The details of the tariff before and after the last revision are given below:

	Tariff prior to 20-12-70	Tariff from 20-12-70
	Rs. P.	Rs. P.
<i>Indian style meals</i>		
(i) Vegetarian	1.30	1.50
(ii) Non-vegetarian	1.80	2.10

(a) A service charge of 50 Paise per meal is levied when the meal is served in a dining car or in a train compartment (from static or mobile units).

(b) Sales tax as applicable is levied in addition.

Western Style	Tariff prior to 20-12-70	Tariff from 20-12-1970
	Rs. P.	Rs. P.
(i) Breakfast (Vegetarian and Non-Vegetarian)	2.75	3.50
(ii) Lunch Vegetarian	3.50	4.50
Lunch Non-Vegetarian	3.50	5.50
(iii) Dinner—Vegetarian	3.50	4.50
Non-Vegetarian	3.50	5.50

- (a) A service charge of 50 Paise is levied for breakfast, lunch or dinner when served in a dining car or in a train compartment (from a static or mobile units).
- (b) Sales tax as applicable is levied in addition.

5.37. The tariff for Tea/Coffee was revised in 1968. Since then there has been no revision.

5.38. The menu and prices of main items of food and beverages i.e., Indian style meals, both Vegetarian and Non-vegetarian and Western style Breakfast, Lunch and Dinner and Tea and Coffee are standardised. These rates apply to both departmental and contract catering establishments. They are revised taking into account the rise in prices of raw materials, cost of staff and the prevailing market rates in comparable establishments outside the stations concerned.

5.39. In reply to a question if the rates were revised on the basis of a proper food costing system, the Ministry have stated that revision is done on an *ad hoc* basis whenever found justified. The costing is done on the Railways and forwarded to the Board who compare the cost on different Railways and finally authorise the revision.

5.40. In this connection, the Committee would like to draw attention to the following observations of the then Minister of Railways made in the Lok Sabha on the 1st August, 1972 in reply to a supplementary to Starred Question No. 27:—

“ . . . this is an area . . . where the quality of the food served requires to be continuously looked into. Even if the quality is good one day, it is possible that deterioration might set in later on, and high standards have got to be maintained because on the purity of food perhaps the hygienic condition and the health of the travellers also depend, and I assure the House that all the complaints will be seriously taken up for consideration. Since a large part of the catering also is done by the contractors and by the Department, the same standards will be applied to both. I would also seek the support of the State Governments to see that the quality of the food provided both by the Railways as well as by the contractors is subject to the same rules and regulations and tested continuously.”

5.41. Later, on the 28th November, 1972 in reply to USQ No. 2145,

he informed the House that some of the steps taken to improve the standard of catering on Railways were as under:—

- (i) Officers and Inspectors have been asked to intensify inspections and supervision of catering units to ensure good quality of food and service;
- (ii) On receipt of specific complaints, enquiries are made and erring contractors or departmental catering staff are penalised;
- (iii) Purchase and supply of raw-materials of good quality for departmental catering units are ensured and detailed instructions have been issued laying down the proportion of various ingredients to be used;
- (iv) Arrangements have been made for the training of staff employed in departmental catering establishments.

5.42. The Committee enquired about the number of complaints received against departmental catering during 1969-70 to 1971-72 concerning (a) the quality of food (b) behaviour of staff (c) cleanliness and sanitation and (d) promptness of service. The Ministry have furnished the following information:

Year	Quality of food	Behaviour of staff	Cleanliness & sanitation	Promptness of Service	Total
1969-70	323	54	33	91	501
1970-71	323	65	24	144	556
1971-72	260	65	33	127	485

5.43. The Railway Catering and Passenger Amenities Committee, 1967 had observed in its Report as follows:—

“The Committee consider that immediate steps should be taken to introduce some kind of uniformity in the licence fees levied on catering contractors on the different Railways. A uniformity in the levy of such fees will automatically give the necessary relief to contractors who are at present paying heavy amounts and will also give them a feeling that the fees charged are equitable and there is no discrimination. After taking the various factors into con-

sideration, the Committee consider that licence fees should not exceed 5 per cent. of the turnover which should be assessed periodically with all possible care and precision by the railway administrations concerned.

5.44. The Committee enquired whether the above suggestions had been examined and if so, with what results. The representative of the Ministry stated that the recommendation had been accepted and instructions issued to all the Railways. The licence fee was now 2 to 5 per cent of the total turnover.

5.45. The Committee note that departmental catering was introduced on the Railways in the year 1954 in pursuance of the recommendation made by a High Powered Catering Committee that "Railways should set a standard for the contractors to emulate." Departmental Catering now obtains at 102 stations and 26 pairs of trains out of about 2900 stations and 50 pairs of trains where catering facilities are provided on different Railways.

5.46. The Committee further note that the Railways are now considering extension of departmental catering facility on a selective basis and that 'prestige' trains/stations and stations where suitable contractors are not forthcoming, would be given prior consideration.

5.47. The Committee observe that the Railways have been incurring losses of the order of about Rs. 6½ to 7 lakhs per annum on mobile units and that the combined results of working of both the static and mobile units (excluding Hotels) have also shown a declining trend of profitability, the figure having come down from Rs. 21.66 lakhs in 1968-69 to 18.19 lakhs in 1969-70 and still further to Rs. 12.25 lakhs in 1970-71. It has, however, improved to Rs. 18.55 lakhs in 1971-72 due to the increase in tariff with effect from 20th December, 1970 but for which the profits would have been still less.

5.48. The Committee regret that information regarding savings effected in the staff employed by departmental catering establishments, as recommended by the Railway Catering and Passenger Amenities Committee has not been furnished to them by the Ministry. The action taken with regard to another recommendation of this Committee that the question of abolition of departmental catering at small uneconomic units may be investigated, has also not been indicated by the Ministry.

5.49. In the absence of the above information and considering the steep fall in the profitability of the departmental catering services, static and mobile (the latter in fact is a losing activity), the Committee are not sure if the measures stated to have been taken by

the Railways to bring down the overhead costs and to streamline the system of procurement of raw materials with a view to effect economies in bulk purchases consistent with the quality of supplies, have yielded any concrete results. The Committee recognise that the rise in staff costs and in prices of foodstuff may have contributed to the diminishing profitability of these services. They are, however, far from convinced if the Railways have taken all possible steps to effect economies and improve the efficiency of the catering services which alone can justify further extension of this facility.

5.50. Out of 21 mobile catering Units run departmentally for which separate figures have been supplied to the Committee, 13 units were running in loss in 1970-71. Catering losses on the Punjab Mail have gone up from Rs. 86,000 in 1968-69 to Rs. 1.83 lakhs in 1970-71. In case of certain other trains like the 103/104 Deluxe AC Express, the Coalfield Express, the Black Diamond Express and the Bombay Central-Ahmedabad AC Express, the profits have not only completely eroded over the above period but these services are now running into losses. Yet in some other cases like those of the Bangalore-Poona Mail and the Howrah-Bombay Mail (Via Nagpur), the losses have either increased or the profits have declined considerably.

5.51. The Committee understand that catering on a prestigious train like the Howrah-Delhi-Kalka Mail was handed over back to a private contractor as the Railways were incurring losses on this service. That losses still continue to be incurred on a number of other trains also is indicative of the fact that the original objective of taking over catering under departmental management so as to "set a standard for the contractors to emulate" is far from being achieved.

5.52. The Committee would, therefore, like the Ministry to undertake a comprehensive review of the working of the departmental catering services so as to identify the specific services (Division-wise in case of static units) on which losses are occurring or which are showing diminishing returns and to ascertain the precise reasons therefor to facilitate necessary remedial action. The results of such a study may be placed before the next Railway Convention Committee.

5.53. The Committee observe that the Ministry now propose to phase out the dining cars gradually and to provide meals from static units in order to effect economies. Incidentally, the replacement of dining cars by pantry cars would release some space for accommodating passengers. They further note that the additional revenues

by way of increased passenger earnings that would accrue if all dining cars were withdrawn would be to the extent of Rs. 6 to 8 crores per annum.

5.54. The Committee would like the Ministry to ascertain public reaction over a period of time to the revised scheme of serving meals from static units which has been introduced as an experimental measure on certain trains so as to ensure that withdrawal of the dining car facility does not cause any hardship to long distance passengers.

5.55. As complaints continue to be voiced both in Parliament and outside that the quality of foodstuffs served by the Railways, leaves much to be desired, the Committee would like the Ministry to ensure that such complaints from whatever quarter they come, are promptly attended to and steps taken to rectify the shortcomings.

5.56. The Committee feel that one of the best means of ensuring quality is to lay down the specifications as precisely as possible. Where it is possible to obtain ISI or AGMARK ingredients/materials, these should be given preference in the interest of assured quality.

5.57. The Committee attach the highest importance to the observance of cleanliness in the kitchen where the food is prepared. The Committee would impress on the Railways to take up the work of modernising the kitchens on a priority basis to ensure that the food is prepared in a most hygienic manner free from any contamination. The Committee would suggest that the Railways may take the assistance of catering Institutes and other public sector undertakings who have experience in catering.

5.58. The Committee note that the Railways have decided to introduce food packets on an increasing scale to meet the needs of the travelling public. The Committee would stress that the constituents of food packets should be most carefully selected having regard to the nutritious value of the ingredients and the need for encouraging the habit of having a well-balanced and wholesome diet. Every care should be taken to see that the food served in packets is hygienic and free from any health hazards.

5.59. The Committee find that at several Railway stations, milk bars have already been set up. Now that the dairy schemes are making headway in many parts of the country, the Railways should review the position to see that wherever State approved or sponsored

**dairies are functioning, milk bars are established to sell milk and milk products at reasonable rates to the travelling public.**

**5.60. The Committee would also suggest that the Railways should, in conjunction with Modern Bakeries, establish stalls for sale of bread at suitable places. The Committee need hardly point out that bread is becoming increasingly popular all over the country and supply of wholesome bread would go a long way to serve the needs of the travelling public.**

**5.61. The Committee are aware of a feeling particularly amongst the foreign tourists that the water supplied is not always safe from the point of view of health. The Committee would suggest that the Railways should investigate the possibility of making available hygienic water free from health hazards which could be sold in sealed bottles at a reasonable price.**

**5.62. The Committee note that Railway hotels are a historical legacy and although they are a profitable proposition, it has been decided to hand over the hotel at Aurangabad to the ITDC and that the question of transferring the other two also would be considered in case the Corporation were interested in taking them over. As the ITDC with their experience of running prestigious hotels are obviously in a better position to run them, the Committee suggest that a decision to hand over the hotels at Puri and Ranchi, both of which are places of tourist interest may be taken expeditiously by Government.**

**R. K. SINHA,**

*Chairman,*

*Railway Convention Committee.*

**NEW DELHI;**  
**April 2, 1973.**

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**Chaitra 12, 1895 (Saka).**



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## **APPENDICES**

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**APPENDIX I**

(Vide Para 1.135)

*Statement showing the Journey time of Mail/Express trains as in April, 1951  
and May, 1972*

**A. BROAD GAUGE**

Route	Description of Train	Direction	Journey Time		Increase or decrease in journey time
			April, 51	May, 72	
1	2	3	4	5	6
1. Delhi-Madras	G.T. Express	Down	49'·00"	39'·15"	-9'·45"
		Up	48'·35"	39'·45"	-8'·50"
2. Bombay-Madras	Mail	Down	31'·30"	31'·15"	-0'·15"
		Up	33'·05"	32'·10"	-0'·55"
	Express	Down	29'·25"	26'·50"	-2'·35"
		Up	29'·35"	26'·45"	-3'·10"
	Janata	Down	28'·25"	30'·10"	+1'·45"
		Up	28'·45"	31'·20"	+2'·35"
3. Madras-Mangalore/ Cochin	Mangalore Mail	Down	22'·10"	21'·00"	-1'·10"
		Up	22'·35"	21'·20"	-1'·15"
	Cochin Mail	Down	17'·55"	14'·50"	-3'·05"
		Up	18'·20"	16'·10"	-2'·10"
	Nilagiri Express	Down	12'·25"	12'·30"	+0'·05"
		Up	13'·25"	12'·15"	-1'·10"
4. Bombay-Howrah (via Allahabad)	Mail	Down	41'·20"	39'·45"	-1'·35"
		Up	41'·30"	30'·50"	-1'·40"
	Varanasi Express (DR-ALD only)	Down	28'·16"	25'·25"	-2'·51"
		Up	29'·44"	27'·10"	-2'·34"
5. Bombay-Howrah (via Nagpur)	Mail	Down	38'·30"	36'·05"	-2'·25"
		Up	37'·30"	35'·20"	-2'·10"
6. Madras-Howrah	Mail	Down	38'·20"	33'·55"	-4'·25"
		Up	37'·20"	34'·30"	-2'·50"

Route	Description of trains	Direction	Journey time		Increase or decrease in journey time
			April, 51	May, 1972	
7. Bombay Central New Delhi	Frontier Mail	Down	24'·32"	23'·35"	-0'·57"
		Up	25'·03"	23'·55"	-1'·08"
	DehraDun Express	Down	33'·38"	33'·45"	+0'·07"
		Up	31'·48"	33'·00"	+1'·12"
8. Bombay VT New Delhi	Punjab Mail	Down	29'·13"	29'·00"	-0'·13"
		Up	30'·03"	28'·00"	-2'·03"
	Amritsar Express	Down	31'·43"	32'·55"	+1'·12"
		Up	32'·23"	32'·25"	+0'·02"
9. Delhi Howrah (via Grand Chord)	Howrah Kalka Mail	Up	26'·00"	22'·45"	-3'·15"
		Down	26'·30"	22'·40"	-3'·50"
10. Delhi Howrah (via Main Line)	Delhi-Howrah Express	Up	32'·45"	32'·25"	-0'·20"
		Down	32'·25"	32'·40"	+0'·15"
	Upper India Exp.	Up	40'·30"	37'·55"	-2'·35"
		Down	43'·05"	39'·40"	-3'·25"
	Janata Express	Up	33'·05"	35'·30"	+2'·25"
		Down	32'·55"	36'·35"	+3'·40"
11. Howrah Amritsar Dehra Dun	Howrah Amritsar Mail	Up	38'·10"	36'·25"	-1'·45"
		Down	38'·35"	36'·25"	-2'·10"
	Dun Express	Up	36'·30"	34'·00"	-2'·30"
		Down	35'·35"	34'·35"	-1'·00"

## METRE GAUGE

Route	Description of train	Direction	Journey time		Increase or decrease in journey time
			April, 51	May, 1972	
1	2	3	4	5	6
1. Lucknow Katihar A.T.	Mail	Up	26'·15"	22'·15"	-4'·00"
		Down	25'·45"	21'·50"	-3'·55"
2. Delhi-Ahmedabad	Mail	Up	22'·20"	22'·30"	+0'·10"
		Down	23'·20"	28'·50"	+5'·30"
	Express	Up	27'·35"	25'·25"	-2'·10"
		Down	27'·43"	25'·30"	-2'·13"

1	2	3	4	5	6
					3
3. Madras Egmore	Rameshwaram Exp.	Down	19'·10"	18'·10"	-1'·10"
Trivandrum		Up	19'·30"	19'·25"	-0'·05"
Tuticorin					
Rameshwaram	Trivandrum Mail	Down	23'·00"	23'·40"	+0'·40"
		Up	23'·20"	23'·05"	-0'·15"
	Tuticorin Exp.	Down	18'·15"	18'·30"	+0'·15"
		Up	18'·40"	18'·50"	-0'·25"

## APPENDIX II

(Vide Para 2-20)

*No. of Passenger Coaches in Service as on 31st March, 1969, 1970, 1971 & 1972*

Date & Gauge	Air-conditioned		Coaches with uniform accommodation										Coaches with composite accommodation I & II, I & III, II & III & I, II & III.					
	Full Partial A. C. III		I					II					III					
	2	3	4	5	6	7	Bogies	F.W.	Total	Bogies	F.W.	Total	Bogies	F.W.	Total	Bogies	F.W.	Total
31-3-69																		
B.G.	112	52	37	1108	23	1131	293	..	293	9075	33	9108	1337	..	1337			
M.G.		52	..	576	94	670	104	58	162	7463	212	7675	1441	92	1553			
N.G.	..	..	..	74	16	90	13	..	13	987	72	1059	177	14	191			
31-3-70																		
B.G.	112	48	40	1164	23	1187	248	..	248	9342	32	9374	1368	..	1368			
M.G.		52	..	557	86	643	112	51	163	7909	194	8103	1387	85	1472			
N.G.	..	..	..	77	16	90	12	..	12	1043	62	1105	193	13	207			
31-3-71																		
B.G.	112	46	40	1187	20	1207	241	..	241	9690	28	9718	1356	..	1356			
M.G.	..	52	..	594	81	630	100	48	148	7781	155	7936	1533	53	1586			
N.G.	..	..	..	76	15	91	12	..	12	1029	61	1090	189	14	203			
31-3-72																		
B.G.	112	44	40	1228	19	1247	242	..	242	0012	18	1000	1351	..	1351			

M.G.	52	..	533	65	598	97	42	139	7968	135	8103	1459	77	1536
N.G.	..	..	70	3	73	12	..	12	1019	60	1079	192	14	206

NOTE: The figures include the coaches with luggage, brake and postal compartments.

*No. of seats in Passenger Carriages in service on Government Railways*

Year	No. of seats by classes					3rd Ac Chair cars
	A.C.	1st	2nd	3rd	3rd Ac	
<b>1968-69</b>						
B.G.	[ 2,103	90,774	34,545	9,07,699	72,81	..
M.G.	406	33,709	25,739	[ 5,28,093	..	..
N.G.		32,040	1,171	[ 41,863		
<b>1969-70</b>						
B.G.	[ 2,063	95,410	24,829	9,39,138	3,000	
M.G.	414	32,751	25,277	[ 5,31,213	..	..
N.G.		[ 3,032	1,141	41,163	..	..
<b>1970-71</b>						
B.G.	1,987	94,250	33,054	9,55,098	3,000	
M.G.	412	32,174	26,706	5,38,299	..	..
N.G.	..	[ 2,991	1,156	40,524	..	..

	1	2	3	4	5	6	7	8	9	10	11	12	13	14	15	16	17	18	
<b>1971-72</b>																			
<b>B.G.</b>	.	.	.	.	.	.	.	.	.	.	.	.	.	1,947	99,852	32,884	9,66,345	3,000	
<b>M.G.</b>	.	.	.	.	.	.	.	.	.	.	.	.	.	412	30,905	25,426	5,46,408		
<b>N.G.</b>	.	.	.	.	.	.	.	.	.	.	.	.	.		2,896	1,255	99,881		

### APPENDIX : III

(Vide Para 2.22)

*Estimated occupancy ratio of Air-conditioned First Class and Air-conditioned Chair cars  
(Based on berth/seat kms. as on 1st June and 1st December of 1970-71 and 1971-72)*

Railways	Broad gauge		Metre gauge	
	1970-71	1971-72	1970-71	1971-72
<i>Air-conditioned I class</i>				
Central . . . . .	50	54		
Eastern . . . . .	53	52	..	..
Northern . . . . .	61	60	89	81
North Eastern . . . . .		..	43	48
Northeast Frontier . . . . .	..	..	21	19
Southern . . . . .	66	59	71	71
South Central . . . . .	36	25	27	..
South Eastern . . . . .	76	74	..	..
Western . . . . .	75	68	53	47
All Railways . . . . .	61	58	52	50
<i>Air-conditioned Chair Cars</i>				
Central . . . . .	48	60		
Eastern . . . . .	50	59		
Northern . . . . .	55	61		
Southern . . . . .	53	51		
South Central . . . . .	37	31		
Western . . . . .	88	94		
All Railways . . . . .	60	69		

\*For the period April to June, 1970 only.



**APPENDIX IV**

vide Para 3.25

*Percentage of occupation in Air-conditioned First Class coaches according to census figures*

**BROAD GAUGE**

Sl. No.	Train No.	Railway	Section	Maximum percentage of occupation	
				1971	1972
1	2	3	4	5	6
1	1 Dn Bombay—Howrah Mail via Nagpur	Central	Bombay to Nagpur	10	86
	Do.	South Eastern	Nagpur to Howrah.	N.A.	100
2	2 Up Howrah—Bombay Mail via Nagpur	South Eastern	Howrah to Nagpur	N.A.	100
	Do.	Central	Nagpur to Bombay	100	100
3	4 DN Bombay—Howrah Mail via Allahabad	Central	Bombay to Allahabad	57	100
4	3 UP Howrah—Bombay Mail via Allahabad	Central	Allahabad to Bombay	93	86
5	5 DN Punjab Mail	Central	Bombay to Delhi	100	100
6	6 UP Punjab Mail	Central	Delhi to Bombay	72	100
7	15 DN G.T. Express	Southern	Madras to Gudur	N.A.	100
	Do.	South Central	Gudur to Bellarybah	N.A.	63

Do.		Central	Balharabah to New Delhi	100	100
8	16 UP G.T. Express	Central	New Delhi to Balharabah	100	100
Do.		South Central	Balharabah to Gudur	N.A.	63
Do.		Southern	Gudur to Madras	N.A.	75
9	15 DN A.C. Express	Southern	Madras to Gudur	N.A.	100
Do.		South Central	Gudur to Balharabah	N.A.	28
Do.		Central	Balharabah to New Delhi	100	100
10	11 DN Dadar Madras Express	Central	Dadar to Poona	90	87
11	12 UP Madras Dadar Express	Central	Poona to Bombay	60	75
12	16 UP A.C. Express	Central	New Delhi to Balharabah	99	N.A.
Do.		South Central	Balharabah to Gudur	N.A.	17
Do.		Southern	Gudur to Madras	N.A.	28
13	1 UP Howrah—Delhi-Kalka Mail	Eastern	Howrah to Mughalsarai	N.A.	100
Do.		Northern	Mughalsarai to Kalka	100	93
14	2 DN Kalka—Delhi-Howrah Mail	Northern	Kalka to Mughalsarai	100	100
Do.		Eastern	Mughalsarai to Howrah	N.A.	100
15	81 UP Howrah-New Delhi/Amritsar A.C. Express	Eastern	Howrah to Mughalsarai	N.A.	89
Do.		Northern	Mughalsarai to New Delhi/Amritsar	100	100
16	82 DN Amritsar/New Delhi-Howrah A.C. Express	Northern	Amritsar/New Delhi to Mughalsarai	100	100
Do.		Eastern	Mughalsarai to Howrah	N.A.	89

1	2	3	4	5	6
17	5 UP Howrah-Amritsar Mail	Eastern	Howrah to Mughalsarai .	N.A.	100
	Do.	Northern	Mughalsarai to Amritsar	86	100
18	6 DN Amritsar-Howrah Mail	Northern	Amritsar to Mughalsarai	72	100
	Do.	Eastern	Mughalsarai to Howrah .	N.A.	86
19	11UP Howrah-Delhi Express	Eastern	Howrah to Mughalsarai .	N.A.	93
	Do.	Northern	Mughalsarai to Delhi	100	100
20	1 2 DN Delhi-Howrah Express	Northern	Delhi to Mughalsarai	100	100
	Do.	Eastern	Mughalsarai to Howrah .	N.A.	86
21	103 UP Howrah -New Delhi A.C. Express	Eastern	Howrah to Mughalsarai .	N.A.	100
	Do.	Northern	Mughalsarai to New Delhi	100	100
22	104 DN New Delhi-Howrah AC Express	Northern	New Delhi to Mughalsarai	100	100
	Do.	Eastern	Mughalsarai to Howrah .	N.A.	78
23	32 DN/4 UP Frontier Mail (ASR-BCT)	Northern	Amritsar to Delhi	100	100
	Do.	Western	Delhi to Bombay Central	N.A.	100
24	3 DN/31 UP Frontier Mail	Western	Bombay Central to Delhi	N.A.	82
	Do.	Northern	Delhi to Amritsar .	86	100
25	29 UP Lucknow-New Delhi Mail	Northern	Lucknow to New Delhi	100	100
26	30 DN New Delhi-Lucknow Mail	Northern	New Delhi to Lucknow .	100	100
27	59 UP Srinagar Express	Northern	Delhi to Pathankot.	N.A.	100

28	60 DN Srinagar Express	Northern	Pathankot to Delhi.	N.A.	100
29	25 DN/UP Bombay Central-New Delhi-Amritsar A.C. Express Paschim Express	Western	Bombay Central to New Delhi	100	100
	Do.	Northern	New Delhi to Amritsar . . . . .	58	39
30	26 DN/UP Bombay Central-New Delhi-Amritsar A.C. Express Paschim Express	Northern	Amritsar to New Delhi . . . . .	40	29
	Do.	Western	New Delhi to Bombay Central . . . . .	N.A.	100
31	4 Madras-Howrah Mail	Southern	Madras to Gudur . . . . .	N.A.	100
	Do.	South Central	Gudur to Waltair . . . . .	N.A.	62
	Do.	South Eastern	Waltair to Howrah . . . . .	N.A.	100
32	3 Howrah-Madras Mail	South Eastern	Howrah to Waltair . . . . .	N.A.	100
	Do.	South Central	Waltair to Gudur . . . . .	N.A.	37
	Do.	Southern	Gudur to Madras . . . . .	N.A.	75
33	5 Madras-Mettopalaiyam Nilgiri Express.	Southern	Madras to Mettupalaiyam . . . . .	N.A.	86
34	6 Madras-Mettopalaiyam Nilgiri Express	Southern	Mettopalaiyam to Madras . . . . .	N.A.	57
35	7 DN Madras-Bangalore Mail	Southern	Madras to Bangalore City . . . . .	N.A.	100
36	8 UP Bangalore-Madras Mail].	Southern	Bangalore to Madras . . . . .	N.A.	100
37	1 DN Gujarat Mail	Western	Bombay Central to Ahmedabad	N.A.	100
38	2 UP Gujarat Mail	Western	Ahmedabad to Bombay Central	N.A.	100
39	19 DN Dehradun Express	Western	Bombay Central to Delhi	N.A.	100

1	2	3	4	5	6
40	20 UP Dehradun Express	Western	Mathura to Delhi	N.A.	100
METRE GAUGE					
41	93 UP Delhi-Jodhpur Mail	Northern	Delhi to Jodhpur	67	100
42	94 DN Jodhpur Delhi Mail	Northern	Jodhpur to Delhi	67	75
43	1 UP Lucknow-Gauhati A.T. Mail	North Eastern	Lucknow to Katihar	N.A.	100
	Do.	N.F.	Katihar to Gauhati	N.A.	50
44	2 DN Gauhati Lucknow Mail	N.F.	Gauhati to Katihar	N.A.	17
	Do.	North Eastern	Katihar to Lucknow	N.A.	83
45	105 Madras-Trivandrum Mail	Southern	Madras to Trivandrum	N.A.	67
46	106 Trivandrum-Madras Mail	Southern	Trivandrum to Madras	N.A.	83
47	1 UP Delhi-Ahmedabad mail	Western	Delhi to Ahmedabad	N.A.	100
48	2 DN Delhi-Ahmedabad Mail	Western	Ahmedabad to Delhi	N.A.	100

Maximum occupation Ratio of Air-conditioned Chair cars by Deluxe Trains, according to census figures.

Train No.	Railway	Section	1971	1972
15 Dn. Deluxe	Southern	Madras to Gudur	• • • • N.A.	100
	South Central	Gudur to Balharabah	• • • • N.A.	59
16 Up Deluxe	Central	Balharabah to New Delhi	• • • • 98	100
	Central	New Delhi to Balharabah	• • • • 100	N.A.
25 Dn. Deluxe	South Central	Balharabah to Gudur	• • • • N.A.	59
	Southern	Gudur to Madras	• • • • N.A.	100
26 Up Deluxe	Western	Bombay Central to New Delhi	• • • • 100	100
25 Up Deluxe	Western	New Delhi to Bombay Central	• • • • 100	94
26 Dn. Deluxe	Northern	New Delhi to Amritsar	• • • • 26	100
81 Up Deluxe	Northern	Amritsar to New Delhi	• • • • 83	90
82 Dn. Deluxe	Eastern	Howrah Moghalsarai	• • • • N.A.	100
	Northern	Moghalsarai to New Delhi	• • • • 97	100
103 Up Deluxe	Northern	New Delhi to Moghalsarai	• • • • 84	100
	Eastern	Moghalsarai to Howrah	• • • • N.A.	95
104 Dn. Deluxe	Eastern	Howrah to Moghalsarai	• • • • 88	95
	Northern	Moghalsarai to New Delhi	• • • • 88	100
96	Northern	New Delhi to Moghalsarai	• • • • 70	100
	Eastern	Moghalsarai to Howrah	• • • • N.A.	96

N.A. : Not Available.

## APPENDIX V

(Vide para 2.58)

COPY OF MINISTRY OF RAILWAYS (RAILWAY BOARD) LETTER No. 03-  
TTIV/34 DATED 8-6-1970.

**SUBJECT:—Use of Bogie Inspection Carriages.**

The Board have re-examined the use of Inspection Carriages and decided that:—

(i) use of bogie Inspection Carriages should be mainly for functional purposes, e.g. Inspections, Enquiries, Investigations, etc.

(ii) their use purely for purposes like attending a meeting or a conference at stations, where adequate facilities of Rest House are available should normally be discouraged.

2. In line with the above policy, General Managers, Heads of Departments and other officers, including IA&AS Officers and Additional Commissioners of Railway Safety when coming to Delhi only for attending a meeting or a conference or discussion, should normally not travel in Inspection Carriages.

Similarly, officers and Members of the Board, when going to the Headquarter station of a railway, for other than functional purposes, will normally not travel in Inspection Carriages.

3. The above restrictions will, however, not apply if inspection or other work has to be done enroute.

## APPENDIX IV

(Vide Para 2.60)

(Average utilisation figures of effective inspection carriages—monthwise)

(In no. of days)

Month	Central Eastern		Northern		North Eastern		N. Frontier		Southern		South Central		South Eastern		Western		Remarks																																															
	BG	MG	BG	MG	BG	MG	BG	MG	BG	MG	BG	MG	BG	MG	BG	MG																																																
	2																3																4																5															
July	19	19.1	17.7	14.6	21.4	6.3	12.3	6.8	9.9	19.8	13.6	18.3	12	12																																																		
Aug.	20	16.8	18.6	17.7	22.1	4.6	9.9	4.3	10.2	20.2	13.6	19.2	13	13																																																		
Sep.	21	18.5	18.9	14.8	20.5	..	9.3	4.8	9.3	20.5	13.5	19.3	14	12																																																		
Oct.	18	16.9	18.9	15.2	20.3	2.3	11.9	5.6	10.5	18.3	11.5	19.2	11	11																																																		
Nov.	19	17.5	18.9	15.4	22.1	2.6	10.2	3.9	9.6	20.4	12.3	18.6	13	13																																																		
Dec.	20	17.5	18.6	15.1	20.6	6.0	10.5	4.6	8.7	19.8	13.0	19.1	13	13																																																		
Jan. 71	19	17.6	19.0	14.9	22.2	8.6	14.6	4.6	9.6	17.4	13.3	18.7	14	13																																																		
Feb.	21	15.8	19.2	15.1	20.3	15.0	12.7	5.0	9.2	16.2	16.6	19.0	13	12																																																		
Mar.	21	18.5	19.5	15.0	21.4	4.0	14.8	4.6	9.9	18.9	14.9	19.2	13	13																																																		
Apr.	13	17.1	17.8	14.4	20.2	2.6	10.5	5.1	9.3	18.3	12.6	21.5	13	12																																																		
May	14	18.1	19.6	14.4	20.8	6.0	12.3	6.5	9.9	21.1	14.9	21.1	13	13																																																		
June	15	18.0	18.7	14.9	20.3	5.0	11.1	5.7	8.7	16.5	13.5	21.8	12	13																																																		
July	18	19.5	19.2	15.3	22.4	8.0	11.4	6.2	8.7	16.4	16.1	19.9	13	14																																																		



	1	2	3	4	5
Aug. 71	20	19.7 19.0 15.3	21.6 5.3 11.9 5.6 9.3 15.2 13.6	21.5 12 14	
Sep. "	19	19.0 20.0 14.0	21.8 1.6 14.0 6.0 9.3 15.6 13.2	21.5 12 13	
Oct. "	21	17.9 20.3 12.3	22.1 5.6 11.8 5.9 8.7 14.3 12.7	21.4 10 13	
Nov. "	18	18.0 19.9 13.3	21.4 9.6 11.7 5.4 7.8 15.3 13.5	21.4 10 12	
Dec. "	20	19.2 20.3 13.3	21.3 7.3 11.0 5.9 10.2 16.1 15.2	21.4 12 11	
Jan. 72	21	16.0 19.3 15.0	20.8 16.0 12.8 6.8 8.9 15.5 12.4	22.1 13 14	
Feb.	20	18.0 19.7 15.0	19.0 10.6 14.2 5.8 8.4 15.9 13.6	21.4 14 12	
Mar. "	19	17.5 19.7 15.5	20.1 9.0 11.3 4.9 9.6 16.1 15.8	21.4 12 13	
Apr. "	12	18.2 19.4 13.9	20.3 8.3 12.1 4.8 8.7 14.4 12.7	22.0 11 13	
May "	15	17.5 19.3 14.3	20.6 9.6 11.9 5.3 8.7 15.8 13.9	21.3 12 13	
June "	17	19.0 19.5 14.6	20.8 13.6 13.3 6.6 9.0 13.8 11.4	21.7 14 12	
July "	19	18.3 19.5 15.1	20.9 14.3 13.0 7.1 9.6 14.6 13.9	21.7 12 12	
Aug. "	18.5	19.0 19.7 14.3	22.9 18.0 13.5 6.3 6.8 16.8 11.5	22.1 12 12	
Sep. "	18	19.1 19.5 15.0	21.2 5.6 12.3 3.3 6.0 17.1 13.5	22.3 12 13	
Oct. "	19	18.3 20.4 15.5	20.6 3.3 8.4 4.3 7.4 15.5 12.7	21.6 13 14	

**APPENDIX VII**

(Vide para 3.5)

*Statement showing the number of Passes/PTOs issued to the Railway Employees and the cost thereof during the year 1968-69.*

Railways	No. of Passes						No. of PTOs		
	I—A		I	II	III	I—A	I	II	III
Central . . . . .	4,470½	22,018	48,263½	1,85,364½	672½	12,535½	31,224	1,46,222	
Eastern . . . . .	3,814	19,657	29,814	1,30,783	676	10,889	13,946	1,02,821	
Northern . . . . .	5,382	19,260	74,940	2,46,669	2,117	12,216	133,132	2,65,345	
North Eastern . . . . .	3,536	9,264	24,008	66,348	1,852	11,868	33,252	86,228	
Northeast Frontier . . . . .	1,869½	4,524½	15,374	52,216	305	975½	2,832½	11,540½	
Southern . . . . .	2,667½	7,927	31,548½	95,997½	596½	5,101	17,980	78,377	
South Central . . . . .	2,667½	9,234½	28,712	1,04,465½	516	4,132½	15,552½	90,534½	
South Eastern . . . . .	5,018½	27,471½	63,652½	1,86,016	1,136½	16,173	46,616½	1,98,234½	
Western . . . . .	3,363½	43,915	46,522	1,73,393	1,322½	9,132½	28,004½	5,97,806½	
Others . . . . .	5,427½	7,975	15,849	50,981½	1,617	9,672	20,797	80,665	
<b>Total</b> . . . . .	<b>37,616½</b>	<b>1,71,246½</b>	<b>3,78,683½</b>	<b>12,91,334</b>	<b>10,811</b>	<b>92,695</b>	<b>2,45,337</b>	<b>16,57,774</b>	

\* C O S T \*

(Figures in thousands of Rupees)

Central	1,643	9,937	10,800	16,305	27	392	607	1,801
Eastern	1,479	5,049	5,568	12,579	62	416	464	1,428
Northern	1,020	3,027	6,335	26,233	64	209	330	2,345
North Eastern	677	2,294	3,198	4,835	41	300	501	1,614
Northeast Frontier	610	2,275	8,502	4,931	22	76	56	143
South	469	2,149	4,544	8,158	27	136	283	910
South Central	588	5,373	3,664	5,395	13	76	150	943
South Eastern	1,729	7,424	11,660	15,527	25	373	598	1,682
Western	964	3,618	17,236	12,395	51	136	436	1,101
Others	969	1,357	1,451	3,099	23	131	172	586
<b>Total</b>	<b>10,143</b>	<b>43,003</b>	<b>72,998</b>	<b>1,09,757</b>	<b>355</b>	<b>2,245</b>	<b>3,697</b>	<b>11,057</b>

\* S U M M A R Y \*

Total cost of—		
(A) Pastes	2,35,901	
(B) PTOs	18,156	
<b>TOTAL</b>	<b>2,54,055</b>	

## APPENDIX VII

(Vide para. 3.13)

*Statements showing the travel facilities enjoyed by the serving and retired Railway employees in some foreign countries.*

Sr. No.	Name of country	Privileges granted to serving employees	Privileges granted to Retired employees
1	Great Britain	<i>Active staff</i>	
		With 25 yrs. service	With 45 yrs. service or more 4 free tickets
		With 15-25 yrs. service	6 free tickets (40 yrs. for female staff)
		With 5-15 yrs. service	5 free tickets
		With 1-5 yrs. service	4 free tickets
		Junior staff	With 35 yrs. service or more 3 free tickets
			With 20-35 yrs. service or more 2 free tickets
			With 10 yrs. service or more
			(Retired after 1-1-69) 1 free ticket
		<i>New entrants</i>	
		After 3 months	Widows
		After 6 months	Service of husband 30 yrs. or more 2 free tickets
		After 9 months	3 free tickets
		After 12 months	Normal quota
			After 5 and less than 30 yrs. 1 free ticket
			<i>Widows of staff killed on duty</i>
			Service of husband one year or more 1 free ticket

- 2 Federal Republic of Germany
- (i) Officials : 6 free journeys After 5 years service 2 passes p.a.
  - (ii) Employees 1 yrs : 2 free journeys
  - 3 yrs : 4 free journeys
  - 5 yrs : 6 free journeys
- 3 France
- (i) Staff : Free over the entire system. Some Honorary officials are granted travel facilities as for serving employees.
  - (ii) Members of family : One ticket entitled to 75% fare reduction on Express trains & 90% on other trains + booklet valid for 8 free return journeys. For persons with 25 yrs. service : 8 free passes + 6 warrants (75% reduction p.a.) For persons with 15-25 yrs. service : 4 free passes + 4 warrants (75% reduction p.a.)
- 4 Switzerland (Swiss Federal Railways) : Employees (i) Tickets @ 1/5th of regular fare Only concessional tickets as for serving employees for single journey.

(ii) Passes	No. of passes per year
1 to 5th year of service	3
6th to 10th	6
From 11th year	9

  

Functionaries	Employees Relations (children) till 20yrs.
	3
	6
	9

Standard charges of Fr. 1.65 (1st class) & Fr. 1.10 (2nd class) has to be paid for every free pass.

1st class free passes are granted to higher employees and those of the 1st—15th salary scale only.

(iii) 1st class free passes for optional travels granted to higher employees and those of 1st—6th salary scale.

(a) For all lines of Swiss Federal Rlys. granted to the employees of the General Direction, against charge of Fr. 22.

(b) For the lines of the respective regional management : granted to the employees of the Direction of the regional managements I—III against charge of Fr. 15.

To destination passes per annum.

5 New South Rlys. Sydney

One Holiday Pass,—4 Privilege passes

6 Australia (Hobart Rlys)

One pass per annum—4 Station return passes per annum.

After 20 yrs. service : One all line free pass for 1 month.

PTO:—Unlimited number @ 1/4 of fare

Two return journey passes per annum.

Four single/return tickets @ 1/4 rate annually.

After 40 yrs: One all line free pass for one month + three return journeys passes p.a. + four single/return tickets @ 1/4 rate per annum.

One station to station pass

Two first class return passes + four privilege tickets per annum.

7 South Australian Railways

PTO: 24 per year.

Privileges granted to retired employees

Privileges granted to serving employees

Name of the country

Sl. No.

8 Melbourne (Victorian Rlys)

Pass—One all line pass per annum

*Concessional fare tickets—*  
after 12 months service.

Four in a year

*One of the following alternatives per annum :*

(i) two passes to specified destinations in Victoria available for two months.

(ii) one pass to a specified destination in Victoria + one pass for travel all over Suburban lines.

(iii) Two passes for all over, suburban lines.

(iv) All lines pass in Victoria—available only to men with 25 yrs. service.

9 Italy

(i) 1st 5 grades of staff—free

(ii) 6th grade—entitled to passes only if work in the ~~country of origin~~ ~~Management—other-~~ wise limited, free travel concession.

*Staff with more than 10 years service.*

One free pass extending from 1000 Kms. to the entire Railway system, depending upon the grade of the staff.

*plus*

from 1 ticket for 15 single journeys covering not more than 2000 kms. after 3 months service—either for person or family, to one ticket for 45 trips covering 6000 Kms. after 10 years service.

Supply of free ticket is also reduced for staff retirement from the ticket entailing to 45 trips & 6000 Kms. to the ticket covering trips & 4000 Kms.

10 Canada (National Rlys)

1 2 rate orders for persons with 6 months service.

The scale of such concessions though granted have not been indicated.

For persons with one to five years of service—3 to 7 trip passes, 10 to 49 yrs. service—long service passes covering the region in which employed to the extent appropriate.

Beyond 49 yrs.—One pass p.a. over the Canadian National system. *Travel Concessions are granted to retired employees but scale not indicated.*

### 11 Canada (Pacific Rlys.)

Half-rate orders to persons with 6 months service. The scale of such concessions though granted have not been indicated.

*Trip passes:* One pass per year covering different points according to the length of service from 1 to 3 years.

*Long Service Passes:* Covering the district in which employed to the all stations for service—  
 ranging from 10 to 20 years.

*With 50 yrs. service:* Special pass allowing unrestricted travel over system.

### 12 Western Australian Govt. Rlys.

*Officers:* After 12 months service 3 1st class passes. The scale of such concessions though granted have not been indicated.

*PTO:* Allowed after 6 months service @ 1/2 fare.

*Other staff: Drivers/Engines etc.* One First Class station to station pass + 2 1st. Class privilege passes.

*All other workers:* One II class station to station pass + 2 1st class privilege passes.

*P.T.O.:* Allowed after 6 months service @ 1/2 fare.

### 13 Japan (Japanese National Rlys.)

*Privilege grants to retired employees.*

One free pass every month provided the employee has not absented himself from duty for three months or more. One way free pass for charge of residence due to retirement.

One free pass, if necessary to employee when he has to undergo recuperation.

Free passes may be issued three times p.a. five times p.a. 12 times p.a. to an employee who has retired from JNR service on account of an injury he sustained in the performance of his duties. The frequency of issue of pass would depend on the extent of injury.

Free pass when the employee is compelled to travel on account of relatives serious illness (or death).



Sr. No.	Name of the country	Privileges granted to serving employees	Privileges granted to retired employees.
..		Free pass to hospital.	
		Free passes 8 times or less in a month to an employee, who resides and works in an out-of-the way hamlet, when he goes marketing in the neighbourhood.	Passes to employees retiring after long service (depending upon status and length of service, ranging from 7 to 28 yrs.) :
		Free pass to family member or a relative of an employee who has been injured or has fallen ill in the performance of official duties.	(a) Issued 6 times a year for 10 yrs. and thereafter 3 times a year for 10 more years.
		No. of discount certificates to family members etc. per year:	(b) Issued 6 times a year for 10 yrs. and thereafter 3 times a year for 5 yrs
		10 yrs. service or more—less than 40	
		3 yrs. service or more—less than 20.	
		1 yr. service or more—less than 10.	
14	U.S.A. (Western Rail Roads)	These privileges are in respect of exchange transportation, i.e., where one rail road issues a pass in favour of an officer/employee of another road*. Each of the passenger carrying lines has its own home road rules governing the issuance of passes to its employees on its line and they are generally much more liberal than the rules covering issuance of passes in exchange transportation.	
		(i) less than 5 yrs. service .	Reduced rate transportation (1/2 rate) may be issued.
		(ii) 5—less than 10 years service.	1 trip free—additional trips at reduced rates.

- (iii) 10—less than 15 yrs.      2 trips free—  
 additional trips  
 @ reduced rates.
- (iv) 15—less than 20 yrs.      3 trips free &  
 additional trips  
 at reduced rate.
- (v) 20 yrs. and more            4 trips free—  
 additional trips  
 at reduced rate.

## (South Eastern Rail-road)

	No. of trips per year
(i) 5 years service	1
(ii) 10 years service	2
(iii) 15 yrs. service	3
(iv) 20 years service	4
After 90 days service	reduced rate transportation

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\*concessions granted by each rail road to its own employees are more liberal.

**APPENDIX IX**

(Wide Para 4-98)

*List of stations where dormitories are provided on the Indian Railways.*

Railway	Stations	No. of Dormitory	No. of beds	Charges per bed Rs.
1	2	3	4	5
Central	1. Jalgaon . . . . .	1	6	5.00
	2. Itarsi . . . . .	1	3	5.00
	3. Akola . . . . .	1	4	5.00
	4. Nagpur . . . . .	1	4	5.00
	*5. Wardha . . . . .	1	3	5.00
	6. Jabalpur . . . . .	1	4	5.00
	7. Katni . . . . .	1	4	5.00
	8. Mathura Jn. . . . .	1	4	5.00
	9. Gwalior . . . . .	1	4	5.00
	10. Jhansi . . . . .	1	6	5.00
	11. Bhopal . . . . .	1	4	5.00
	12. Agra Cantt. . . . .	1	10	5.00
	13. Sagar . . . . .	1	3	5.00
	14. Piparia . . . . .	1	3	5.00
	Total	14	62	
Eastern	*1. Howrah . . . . .	1	6	4.50
	2. Chittaranjan . . . . .	1	6	2.00
	3. Madhupur . . . . .	1	4	1.50
	*4. Rajgir . . . . .	1	6	1.50
	5. Arrah . . . . .	1	8	2.00
	6. Patna . . . . .	1	10	3.00
	Total	6	40	

1	2	3	4	5
Northern	1. Delhi Main . . . .	7	32	2.00 (8 Bedded) 3.00
	2. New Delhi . . . .	6	25	2.00 (4 Bedded) (10 Bedded) 3.00
	3. Dehsadun . . . .	1	4	(3 Bedded) 3.00
	4. Lucknow . . . .	1	8	3.50
	*5. Vasanasi . . . .	1	8	2.00
	*6. Faizabad . . . .	1	5	3.00
	*7. Allahabad . . . .	1	10	2.00
	Total		<u>18</u>	<u>92</u>
North Eastern	1. Barauni . . . . Jn.	1	6	3.00
	2. Chupra Jn. . . .	1	4	3.00
	3. Gonda . . . .	1	4	3.00
	*4. Gorakhpur . . . .	1	8	3.00
	5. Kathgodam . . . .	1	6	2.50
	6. Lucknow Jn. . . .	4	13	3.00
	7. Muzaffarpur . . . .	1	6	3.00
	8. Raxaul . . . .	1	4	3.00
	9. Samastipur . . . .	1	3	3.00
Total		<u>12</u>	<u>54</u>	
Northeast. Frontier	1. New Jalpaiguri; . . . .	1	6	2.00
	2. Gauhati . . . .	1	4	4.00
	Total		<u>2</u>	<u>10</u>

1	2	3	4	5
Southern	£1. Rameswaram . . . .	2	14	2.00
	£2. Bangalore City . . . .	1	16	4.00
	£3. Madurai Jn. . . . .	1	3	4.00
	Total :	4	33	
South Central	1. Vijayawada . . . . .	1	8	2.00
	Total :	1	8	
South Eastern	1. Tatanagar . . . . .	1	12	2.00
	2. Rourkela . . . . .	1	12	2.00
	3. Khurda Road . . . . .	1	4	2.00
	£4. Bhubaneswar . . . . .	1	8	2.00
	5. Berhampur . . . . . (Ganjam)	1	4	2.00
	Total :	5	40	
Western	1. Surat . . . . .	2	5	3.50
	2. Ahmedabad . . . . .	2	16	6.00
	3. Ajmer . . . . .	1	5	3.50
	4. Udaipur City . . . . .	1	10	3.50
	£5. Dwarka . . . . .	1	10	2.50
	6. Jaipur . . . . .	1	9	3.50
	7. Junagarh . . . . .	1	4	3.00
	Total :	9	59	

£Station marked with asterisks are pilgrim spots.

## APPENDIX

(Vide Para. 4, 105) ¶

Number of Special trains run during 1969-70, 1970-71 and 1971-72

Railways	During 1969-70			During 1970-71			During 1971-72		
	Air conditioned	Ist Class	Other Spls.	Air conditioned	Ist Class	Other Spls.	Air conditioned	Ist Class	Other Spls.
Central . . . . .	2	..	1	3	1	3	4	1	..
Western . . . . .	3	..	12	3	1	17	3	..	..
Northern . . . . .	3	2	7	1	1	3	1	1	2
North Eastern . . . . .	..	..	1	..	..	..	..	..	65
Northeast Frontier . . . . .	..	..	..	..	..	..	..	..	..
Southern . . . . .	2	6	11	2	2	18	..	1	2
South Central . . . . .	..	..	4	..	..	7	..	..	11
South Eastern . . . . .	..	..	6	1	..	2	..	..	3
Western . . . . .	2	1	27	2	2	32	..	..	22
<b>TOTAL :</b>	12	9	69	10	7	82	8	3	105

Total specials run:— . . . . . 90 during 69-70 . . . . . 99 during 70-71 . . . . . 116 during 1971-72.

## APPENDIX XI

(Vide Para 4-105)

*Details of reserved coaches provided for the tourists during the years 1969-70, 1970-71 and 1971-72.*

Railways	1969-70			1970-71			1971-72		
	Air condi- tioned	1st Class	Other stock	Air Condi- tioned	1st Class	Other Stock	Air Condi- tioned	1st Class	Other Stock
Central . . . . .	41	112	631	30	97	736	20	89	299
Eastern . . . . .	3	111	320	27	22	192	4	6	2
Northern . . . . .	10	30	868	6	22	181	3	17	221
North Eastern . . . . .	.	39	22	.	22	143	.	15	81
Northeast Frontier . . . . .	.	.	.	.	.	.	.	.	.
Southern . . . . .	9	37	174	5	36	669	11	40	532
South Central . . . . .	1	28	250	1	13	171	.	18	285
South Eastern . . . . .	7	24	383	3	35	474	7	44	568
Western . . . . .	6	168	1,259	2	29	1,744	5	150	1,104
TOTAL :	77	549	3,847	74	544	14,310	50	379	3,092
Total Coaches :—	4,473			4,928			3,521		

**APPENDIX XII**  
(Vide Para 5.15)

*Statement showing Profit/Loss on Mobile units run departmentally during the years 1968-69 to 1970-71.*

Railways	Name of mobile unit	1971-72				
		1968-69	1969-70	1970-71	1971-72	Audited figures not yet available
1	2	3	4	5	6	
Central	303DN/304 UP Poona Mail	Bombay-Poona	(+) 15,049	(+) 24,682	(+) 36,107	
	305DN/306UP Deccan Express	Do.	(+) 19,189	(+) 19,485	(+) 13,433	
	301DN/302UP Deccan Queen	Do.	(+) 86,090	(+) 106,916	(+) 100,478	
	5 DN/6UP Punjab Mail	Bombay-Delhi	(-) 86,200	(-) 165,196	(-) 183,286	
	7DN/8 UP Howrah Bombay Mail Via Allahabad	Bombay- Allahabad	N.A.	N.A.	N.A.	
Eastern	79DN/80 UP Taj Express	New Delhi-Agra Cantt.	(+) 17,590	(+) 3,025	(+) 209	
	81UP/82DN&103/104A.C.Deluxe	HWH-NDLS-ASR	(+) 45,329	(+) 36,720	(-) 12,598	
	307/308 Coalfield Express	HWH-Dhanbad	(+) 14,778	(-) 7,325	(-) 9,552	
Northern	309/310 Black Diamond Express	H.W.H. Dhanbad	(+) 21,523	+ 11,598	+ 21,557	
	101/102 Rajdhani Express	NDLS-Howrah	(+) 5,633	(+) 54,484	(+) 46,447	
	1UP/2DN Howrah-Delhi Kalka Mail	Delhi-NGS	(-) 137,801	(-) 113,203	(-) 130,499	
North Eastern	1UP/2DN A.T. Mail	Lucknow-Sonepore	(-) 4,644	(+) 215	(-) 5,455	
	15/16 G. T. Express	New Delhi-Madras				
Southern	** Triangular A/C Deluxe Express	Madras-Bombay-Howrah-Madras	(-) 131,781	(-) 123,432	Figure not available	
	** 13/14 Janata Express	Bombay-Madras				
	** 17/18 Janata Express	Madras-Delhi				

\*\* Since discontinued.



6

5

4

3

2

1

	1	2	3	4	5	6
		39/40 Brindavan Express	Madras-Bangalore			
		213/214 Bangalore Mysore Exp	Bangalore-Mysore			
		221/222 Bangalore-Mysore Mail	Do.			
South Central		21/22 Dakshin Express	Ihansi-Kazipet	(-)128,537	(-)169,764	(-)15,669
		203/202 Bangalore-Poona Mail	Miraj Belgum	(-)827	(-)8,089	(-)1,743
		1/2 Golconda Express	Secunderabad Vijayawada	(+)5914	(+)15,930	(+)6,056
South Eastern		1DN/2 UP Howrah-Bombay Mail Via Nagpur.	Bombay V.T. Howrah	(+)21,534	(+)21,748	(+)2,402
Western		25DN/26UP A.C. Express	BCT-NDLS-Amritsar	(-)47,420	(-)39,734	(-)8,155
		3/4 Frontier Mail	BCT-Delhi	(-)153,184	(-)160,495	(-)67,426
		21DN/22 UP Flying Rancee	BCT-Surat	(-)8,106	(-)1,176	(+)25,019
		1UP/2DN Delhi Mail MG	Ahmedabad -Jaipur	(-)48,332	(-)53,141	(-)31,958
*Discontinued in in 1969-70		*19DN/20 Dehra Dun Express	Baroda-Kota	(-)23,413	..	..
		*23DN/24UP Janata Express	Delhi-Bombay Central	(-)72,144	(-)89,303	(-)35,907
		25/26 Paschim Express	BCT-NDLS-ASR	(-)66,009	(+)763	(-)13,207
		A. C. Express	BCT-Ahmedabad	..	..	..
		TOTAL		(-)6,91,092	(-)6,45,292	(-)3,06,861*

\*Excluding Profit/Loss account of mobile units run by Southern Railway. Figures not available.

## **APPENDIX XII**

(Vide para 3 of Introduction)

*List of individuals|organisations who have furnished memoranda  
to the Railway Convention Committee*

### **(1) Members of Parliament**

1. Shri D. D. Desai
2. Shri D. C. Goswami
3. Shri S. Jaipuria
4. Shri Kalyan Chand
5. Shri E. R. Krishnan
6. Shri N. N. Pandey
7. Shri Ramavatar Shastri

### **(2) State Governments**

1. Government of Andhra Pradesh
2. Government of Gujarat
3. Government of Kerala
4. Government of Madhya Pradesh
5. Government of Manipur
6. Government of Orissa
7. Government of Pondicherry
8. Government of Tripura
9. Government of Uttar Pradesh
10. Delhi Administration

### **(3) Railwaymen's Unions**

1. National Federation of Indian Railwaymen, New Delhi.
2. National Railway Mazdoor Union, Bombay.
3. Northern Railwaymen's Union, New Delhi.
4. N.E. Railway Mazdoor Union, Gorakhpur.
5. South Eastern Railwaymen's Union Kharagpur.

6. S.E. Railway Class II Officers Association, Calcutta.
7. Western Railway Employees' Union, Bombay.

**(4) Chambers of Commerce and Industry, etc.**

1. The Ahmedabad Mill Owners' Association, Ahmedabad.
2. The All India Federation of Transport Users' Association, Bombay.
3. The All India Manufacturers' Organisation, Bombay.
4. The Associated Chambers of Commerce & Industry of India, Calcutta.
5. Belgo-Indian Chamber of Commerce & Industry, Bombay.
6. Bharat Jute Sellers Association, Calcutta.
7. Bombay Commuters Council, Bombay.
8. Eastern Bihar Divisional Chamber of Commerce and Industries, Bhagalpur.
9. Federation of Indian Chamber of Commerce & Industry, New Delhi.
10. Federation of Associations of Small Industries, New Delhi.
11. The Hyderabad Karnatak Chamber of Commerce & Industry, Gulbarga.
12. Indian Chamber of Commerce, Calcutta.
13. The Indian Chamber of Commerce, Cochin.
14. Karnatak Chamber of Commerce & Industry, Hubli.
15. The Madras Chamber of Commerce & Industry, Madras.
16. North Bihar Chambers of Commerce & Industry, Muzaffarpur.
17. Northern India Chamber of Commerce & Industry, Chandigarh.
18. Punjab, Haryana and Delhi Chamber of Commerce & Industry, New Delhi.
19. The Southern Gujarat Chamber of Commerce & Industry, Surat.

**(5) Professional Organisations**

1. Indian Institute of Management, Calcutta.
2. Indian Institute of Public Opinion (P) Ltd., New Delhi.
3. Indian Railways Electrical Engineers Association, Calcutta.
4. National Institute for Training in Industrial Engineering, Bombay.

**(6) Retired Railway Officers**

1. Shri D. N. Chopra, Ex. General Manager, S.C. Railway.
2. Shri G. D. Khandewal, Chairman, Railway Board (Retd.).
3. Shri K. B. Mathur, Ex. Chairman, Railway Board.
4. Shri K. K. Mukerjee, Ex. General Manager, Eastern Railway.
5. Shri P. N. Murthy, Ex. General Manager, Railway Electrification, Calcutta.
6. Shri V. T. Narayanan, Ex. General Manager, Southern Railway.
7. Shri L. A. Natesan, Economic Adviser (Retd.), Ministry of Railways.
8. Shri J. B. Rao, Ex. General Manager, North Eastern Railway.
9. Shri D. V. Reddy, Ex. General Manager, North East Frontier Railway.
10. Shri N. S. Swaminathan, Ex. Member (Traffic) Railway Board.
11. Shri S. P. Tonse, Ex. Director, Electrical Engineering.

**(7) Public Undertakings**

1. Bureau of Public Enterprises, New Delhi.
2. Cement Corporation of India, Ltd., New Delhi.
3. Fertilizer Corporation of India, Ltd., New Delhi.
4. Food Corporation of India Ltd., New Delhi.
5. Hindustan Salts Ltd., Jaipur.
6. Hindustan Steel Ltd., Ranchi.
7. The Minerals and Metals Trading Corporation of India Ltd., New Delhi.
8. National Mineral Development Corporation Ltd., New Delhi.
9. Oil India Ltd., New Delhi.

**(8) Other Individuals**

1. Shri Rishab Das Jain, Sri Ganga Nagar, Rajasthan.
2. Shri R. P. Srivastava, 7/179 Swarup Nagar, Kanpur.
3. Shri B. L. Joshi C/o Dharmyug, Weekly, Bombay.
4. Shri Rajendra Pal Sharma, P.O. Mohakampur, Distt. Etah.

## APPENDIX XIV

(Vide para 3 of Introduction)

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S. No.	Reference to para No. of the Report	Summary of Recommendations/Conclusions
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1.	1.17.	<p>The Committee note that during the decade ending 1969-70, while the growth of passenger Kms. has been about 40 per cent, the growth in vehicle Kms. has only been about 26 per cent which indicates that the growth of passenger transport has lagged behind the growth of passenger traffic. It has been admitted by the Ministry of Railways that overcrowding exists practically on all the trunk routes and that the main bottleneck in this regard is lack of sectional as well as terminal capacity in the metropolitan cities of Bombay, Delhi, Calcutta and Madras which have reached saturation point and it is not possible to provide any additional train. It has been explained by the Ministry that planning, on account of paucity of funds, has been basically goods traffic-oriented and that planning of facilities for passenger trains had had a 'deferred priority' as it is a losing activity and that it was only some time after the middle of the Third Plan that more attention was paid to the movement of passenger traffic.</p>
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2.	1.18.	<p>The Committee are constrained to observe that the provision of transport facilities for passengers has not received as close an attention of the Railways as it should have, in view of the dependence of a large number of people on rail transport particularly for long distances. While the Committee concede that the constraint on resources can be a limiting factor for provision of adequate passenger facilities and amenities,</p>
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they would have imagined that there was for that very reason a greater need for perspective and detailed planning so as to allocate the scarce resources appropriately in the order of priority.

3. 1.19. The Committee are convinced that if this careful planning had been done right from the beginning of the first Plan, the Railways would not have been faced with such an acute problem of congestion on trunk routes as well as rail transport for metropolitan and other capital cities. The Committee would stress that the Working Groups constituted by the Planning Commission to go into the requirements of Passenger Traffic for the Fifth Plan should examine the matter in all its aspects with special reference to the backlog which has accumulated in the matter of provision of adequate transport facilities to passengers particularly on the trunk routes so as to suggest a concrete plan of action with proper priorities.

4. 1.20. Another aspect which the Committee would like to focus attention upon relates to the difficulties which are being experienced by the Railways in developing passenger services to metropolitan and other leading cities. The Committee feel that had the Railways taken timely action to acquire land in metropolitan and other leading cities, they would not have been placed in the present difficult situation. Even now the question of acquiring adequate land for providing the requisite facilities for running of passenger and other goods services should be taken up at the highest level by the Railways with the State Government authorities. The Committee need hardly stress that the Railways have already, in many of these places, large areas of land and they should leave no stone unturned to put the available resources to the maximum use in the interest of providing transport facilities.
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6.	1.21.	The Committee would also like the Railways to take advance action from now to see that wherever the trends of traffic so require, action is taken to acquire additional land and develop other related facilities.
6	1.22	The Committee cannot stress too strongly the need for planning for passenger transport on realistic basis by the Railways to meet the needs of mass transportation in the wake of growing industrialisation of the country and the rise in the income of its expanding population, particularly on trunk routes and for long distance travel for which the Railways are ideally suited. The allocations to be made for the Railways should, therefore, take care of the imperative need for developing the terminal facilities in the metropolitan cities as well as for developing the matching sectional capacity on the trunk routes so that more trains could be run and the problem of overcrowding could be effectively tackled.
7.	1.23.	The Committee note that the Ministry have already ordered a number of surveys for augmenting the terminal capacity in important metropolitan cities and sanctioned certain line capacity works which are under execution. As the problem of overcrowding is very acute, the Committee expect the Ministry to execute the schemes expeditiously. The Committee trust that while building new terminals, the Railways would take care to locate the stations at places convenient to the public.
8.	1.24.	In the case of services for branch lines, the Committee feel that there is need for systematic survey so as to identify the pattern and density of traffic. The Committee understand that the modern trend is to cater for short distance rail travel by diesel rail cars which are compact units, easy in maintenance and operation. The

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Committee would like the Railways to prepare a perspective plan for improving passenger services in branch lines keeping in view the density of traffic and the financial return.

9. 1.40. The Committee note that as against the plan programme of placing 6450 coaches on line on additional account during the Fourth Plan period, the procurement during the first three years of the Plan was of 3,848 coaches. It was stated by the Railway Minister in his budget speech (February 1973) that an additional 1177 BG and 247 MG coaches would be pressed into service in the current year (1972-73). The expenditure on provision of coaching stock so far has been of the order of about Rs. 89 crores against the Plan provision of Rs. 116 crores. The Committee trust that the production units would be fully geared up so that the Plan target for provision of 6,450 coaches is fully achieved.
10. 1.41. The Committee would also stress that higher priority should be given for provision of additional coaches to lower class where the congestion is most acutely felt by a large number of travelling public. The Committee would also like the Railways to intensify the reserch and design coaches which would provide maximum comfort consistent with seating/sleeping capacity for long distance travellers.
11. 1.42. The Committee find that the performance of Jessops with regard to production of MG coaches (and EMUs) has not been very satisfactory. They are surprised to learn that the number of manhours per coach required by Jessops is 2½ times that required by the I.C.F. As majority of shares of the Company are held by Government, the Committee see no reason why Government did not take effective and expeditious steps to streamline the functioning of this Unit so as to optimise its production. Now
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		that the firm would be turning out integral coaches of the type produced by I.C.F., it is necessary to ensure that the number of man hours per coach required by Jessops are comparable to those of the I.C.F.
12.	1.43.	The Committee would like the Ministry to report to the next Railway Convention Committee the action taken on the report of the Technical Committee appointed to investigate the possibility of increasing the production capacity of Jessops and the results achieved.
13.	1.44.	The Committee note that the Railway Board propose to convert the workshop at Izzatnagar (N. E. Railway) into a coach factory. As the capacity in a number of other loco, carriage and wagon repair workshops, particularly those which have past experience in manufacturing passenger carriages also, is likely to become surplus with the extension of electric diesel traction, the Committee would like the Railways to prepare a comprehensive plan for utilising such spare capacity for manufacture of coaches to meet the growing requirements during the Fifth Plan.
14.	1.56.	The Committee note that the actual procurement of diesel and electric locos upto the end of 1971-72 was of the order of 265 diesel and 127 electric locos against the composite target of 560 diesel and 300 electric locos, both for passenger and goods traffic, during the Fourth Plan and that there is likely to be a shortfall of 35 main line diesel locos, 30 AC and AC DC electric locos and 18 DC electric locos.
15.	1.57.	The Committee understand that the outturn of diesel locos was seriously affected during the

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		<p>first two years of the Plan due to non-receipt of electric traction equipment from HEIL, Bhopal and delay in receipt of BG axles from foreign sources. The production of electric locos in Chittaranjan Locomotives Works has also been lagging behind.</p>
16.	1.58.	<p>The Committee are concerned to note that there has been a set-back in the production of electric locos due to shortage of traction motors as Chittaranjan Locomotive Works experienced 'large scale' trouble on traction motors being currently built under technical collaboration of a foreign firm and that the set-back was partly made up by supplementary imports and diversion of part of HEIL production from DC electric locos to AC electric locos. The Committee would like Government to thoroughly investigate how large scale troubles have developed in traction motors which are built under technical collaboration with a foreign firm and take remedial action.</p>
17.	1.59.	<p>The Committee regret that there would be a shortfall of 83 locomotives i.e. nearly 10 per cent in the availability of diesel and electric locomotives as compared to the Plan target. The Committee note that steps have been taken to augment the availability of traction motors after suitable modification in the design and other measures. The Committee consider that in view of the unsatisfactory position with regard to production of diesel and electric locos during the first three years of the Fourth Plan, all out efforts will have to be made to ensure that there are no further shortfalls in the programme for procurement of 260 diesel and 125 electric locos during 1972-73 and 1973-74.</p>
18.	1.60.	<p>As already pointed out by them in paragraphs 2.71 to 2.74 of their First Report on Accounting</p>

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Matters, the Committee feel that there is need for integrated planning between the Ministry of Railways and the Ministry of Industrial Development etc. so as to ensure that electric traction motors and other ancillary parts like axles, wheels etc. become available in time and in adequate quantity to match the production schedule of the manufacturing Units at Varanasi and Chittaranjan.

19. 1.61. The Committee would suggest that Government may consider appointment of a high powered task force which would ensure by means of an integrated planning that traction motors and other requirements of wheels, axles, etc. become available to the production units of Railways in accordance with the scheduled programme.

20. 1.74. The Committee regret to note that according to the latest census of occupation of various classes of accommodation provided in the trains, the extent of overcrowding ranges from 12 per cent to 86 per cent on the Broad Gauge and 20 per cent to 115 per cent on the Metre Gauge in the third class. This does not obviously take into account a large number of passengers who are left behind from the Mail and Express trains on the waiting list. These figures of overcrowding which, by themselves present a sorry state of affairs, do not reflect the correct state of overcrowding in third class which is very acute, particularly on the fast Mail/Express trains.

21 1.75 The Committee note the plea put forward by the Railways that the constraints of resources do not permit the Railways to divert the limited fleet of diesel engines from goods to passenger

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traffic, particularly because the former is a paying proposition, while the latter is not. The Committee nevertheless consider that the problem of overcrowding which is confined to third class, is essentially a problem of the masses and the Railways, as a premier public organisation, are duty bound to take effective steps to mitigate the sufferings of the third class passengers who contribute 87 per cent of the total passenger earnings (non-suburban) of the Railways. The massive investments made during the five year plans for modernisation and development of track, equipment, signalling and other facilities should make it possible for the Railways to provide much needed relief to the common man and to make conditions of travel comfortable to him.

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1.76

The Committee would like the Ministry to make an intensive study of the areas where the problem of overcrowding is endemic and to prepare a time bound programme for augmenting the passenger services in such areas/sections by intensive utilisation of existing assets and/or by providing additional facilities and services including dieselisation.

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1.77

The Committee are not fully convinced if the dimensions of the problem of overcrowding in third class have been fully realised by the Railways and whether the methodology followed while carrying out the census of occupation of passenger trains ensures a realistic appraisal of the same. The Committee would like the census operations to be so developed and refined as to provide reasonably accurate forecasts of the growth of traffic in a particular area so that advance action could be taken to cater to the traffic that may be gradually building up.

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24	1.78	The Committee would further like the Ministry to take emergent measures to alleviate the problem of overcrowding in sections where it has been found from the last few consus figures, to have reached beyond tolerable limits.
25	1.79	From the data furnished to them, the Committee find that the problem on certain M.G. Sections is very acute. The Committee consider that while in case of some sections, conversion into B. G. may be the ultimate solution to the problem, they would like the Ministry to take immediate steps for augmenting the facilities till such time as plans for conversion actually materialise.
26	1.90	The Committee note that the anticipations of traffic materialisation on the NG system by the end of the Fourth Plan were exceeded by 3.63 million during 1969-70 and by 2.28 million during 1970-71. The Committee further note that the procurement programme of NG coaches has been lagging very much behind in so far as out of a target 200 additional coaches only 15 were procured upto September 1972. Even assuming that the plan for procurement of 123 coaches by 1973-74 materialises, there will still be a shortfall of 77 coaches.
27	1.91	As the Railways are incurring a loss of about Rs. 7.50 crores per annum on the Narrow Gauge lines, any further capital investment has necessarily to be related to the prospects of a reasonable return. However, as pointed out by the Un-economic Branch Lines Committee, the postponement of replacement of stock and lack of proper maintenance have themselves resulted in deterioration in the service, which in turn, has contributed to further loss of revenue.
28	1.92	The Committee feel that the rising trend in the quantum of passenger traffic on

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Narrow Gauge system requires a reappraisal of the requirements of coaches and locomotives with a view to stepping up the procurement programme, if necessary. The areas where overcrowding is heavy, may be identified and plans drawn up for alleviating the hardships of passengers in such places.

29            1.93            The Committee welcome the proposal for introducing diesel rail cars by converting Ashok Layland chassis into rail cars and replacing the steam locomotive by a bus engine, for providing fast inter-city service on the NG system wherever traffic warrants. They note that orders have already been placed for ten sets of 4-coach rail cars on the Golden Rock Railway Workshop. This measure would not only enable the Railways to reduce the cost of operations considerably and to augment their earnings, but would also dispel the impression in the public mind that the narrow gauge lines are given step-motherly treatment by the Railways.

30            1.94            Now that the Railways are undertaking detailed studies in passenger traffic costing, the Committee would like the Railways to ascertain precisely the losses on goods and passenger services separately on the NG system so that the services on which losses are being incurred could be identified and efforts made to bring down the losses and increase the earnings.

31            1.95            The Committee have in their third Report, recommended that a fresh survey should be undertaken to ascertain the incidence of ticketless travel on the Railways. Special attention may be given during the course of such survey to the Narrow Gauge lines where the limitation of speed is an additional factor facilitating ticketless travel. They would further suggest that intensive drives against ticketless travel may be carried out on such of sections of the NG system where the

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		incidence of ticketless travel has been found to be high.
32	1.107	The Committee note that during the Fourth Plan, the Railways have provided two pairs of bi-weekly Janata Express trains and increased the frequency of three pairs of existing trains. The introduction of Jayanti Janata Express, which provides the longest continuous rail link in the country (3020 Kms.), is a significant step taken in recent months to relieve overcrowding on a major trunk route.
33	1.108	The Committee consider that so far as passenger services are concerned, the requirements of third class passengers should necessarily be the first to receive the Railways' attention. The Committee, therefore, recommend that the introduction of Janata Expresses on the three trunk routes which have not been covered so far viz. Bombay VT-Delhi, Bombay VT-Howrah and Madras-Cochin/Mangalore should be given priority during the Fifth Plan.
34	1.109	The Committee note that at present only one Janata Train i.e. the Jayanti-Janata Express is being hauled by diesel engines. The Committee recommend that the Janata Trains on which there is heavy overcrowding, should be placed under diesel/electric traction so that the loads/speeds of these trains could be augmented and overcrowding relieved. They further suggest that the feasibility of providing more Janata Trains between Delhi and other metropolitan cities, with limited or alternate stoppages, may be explored so as to relieve overcrowding on the existing trains and curtailing the running time between those places.
35	1.110	The Committee consider that the technological advancements made by the Railways in the matter of providing faster and more comfortable train

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services, should obviously be placed at the service of the common man. The Committee, therefore, recommend that it should be the endeavour of the Railways to provide, on other Janata Expresses, the same type of facilities and conveniences as have been provided in the Jayanti Janata Express which the Committee had an opportunity to see before its inaugural run. In fact, this train should be taken as a standard to be emulated while planning for introduction of more Janata trains. Particular attention may, however, be given to the improvement of bathing and toilet facilities in these trains.

36                      1.122                      The Committee note that against a normal load of 18 coaches on other Express/Mail (B.G.) hauled by diesel engines, the load of the Rajdhani Expresses is 8 coaches. Of them, only 5 coaches are passenger coaches. Further, the Railways are able to meet only the direct cost of running these services but not the indirect costs. The revenue earning per passenger from these trains is also stated to be less than that obtained on other trains like the Howrah-Kalka Mail. It has been explained by the Ministry that these trains were introduced as an experimental measure to provide the Railways an experience of running faster trains and to maintain the track to high standards so that the Railways could be counted amongst the technologically advanced railways of the world and they may be able to sell their equipment to foreign countries. Moreover, these were conceived at a time when the financial position of the Railways was much better than at present.

37                      1.123                      While the Committee can understand the anxiety and enthusiasm of the Railways to improve their technological capability by running fast trains, they are not convinced that the best method of doing it was by running prestigious trains like Rajdhani Express which are limited

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virtually to first class passengers. The Committee cannot help feeling that the introduction of luxury trains like the Rajdhani Expresses at a time when there is acute and chronic overcrowding on most of the routes particularly, the trunk routes on which these trains are run, is an effort to cater to the classes rather than to the masses. The Committee consider that the line capacity and locomotive power on these busy routes i.e., Delhi-Howrah and Delhi-Bombay should have been utilised to mitigate the hardships of the 3rd class passengers rather than used to provide luxury travel to a small number of passengers. It is expected of a public undertaking like the Railways that they utilise their comfortable financial position to provide more passenger accommodation and facilities to the common man. This becomes all the more necessary as the Railways are beset with the problem of overcrowding in third class on trunk routes for want of terminal and line capacity.

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1.124

In this connection, a knowledgeable person has stated that "the revenue loss incurred in reducing the number of coaches on the train (Rajdhani Express) and the additional working expenses by way of higher maintenance of standards, merely for the purpose of giving a marginal increase in the maximum permissible speed, is a luxury which the Indian Railways can ill-afford at this moment."

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1.125

In view of the fact that the trains the Rajdhani Express, on Railways' own admission, are not able to cover all the charges, the Committee would like to impress that no further addition should be made to Rajdhani series of services. In fact, the Committee would like the Railways to examine the manner in which this technological advance in running of fast trains could be

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put to the services of the common man by operating Janata Trains which provide travel and comfort for third class passengers and would afford the much-needed relief to the over-congested third class passenger traffic on the trunk routes.

- 40            1.132        The Committee note that air-conditioned express services have been provided on a number of trunk routes connecting metropolitan cities, namely, Delhi, Bombay, Calcutta and Madras and that changes have been made from time to time in the composition of the rakes of these trains in the light of actual occupancy, and where the services were not quite popular, they have been withdrawn and the rakes utilised for increasing the frequency on other routes to meet the demand for air conditioned service. The Committee have also noted that according to the admission by the Railways, it is not economic to operate third class chair cars, if the occupancy ratio is less than 50 per cent.
- 41            1.133        The Committee would like to point out that the Railways have not yet worked out in detail the cost of running either a particular train or the diverse classes of travel. The Committee feel that as Railways are already losing Rs. 50 crores per annum on non-suburban passenger services, there is hardly any justification to run these air-conditioned expresses which would not give the normal return to Railways. The Committee would, therefore, like the Railways to review the matter most carefully in the light of the cost of operation and their occupancy ratio and replace the air-conditioned coaches by third class coaches as necessary so as to accommodate maximum number of passengers and provide some relief to over-congested trains running on the trunk routes.
- 42            1.134        The Committee would also suggest that no further construction of air-conditioned coaches
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should be programmed till the results of the above study are known and it is clear that these services are paying their way and the public need them.

The Committee are also strongly averse to the addition of coaches in higher classes to trains when it is well known that third class passengers have to travel in conditions of insufferable congestion.

- 43            1.141        It has been represented to the Committee during their tours that diesel cars are the answer for providing the much needed passenger services between large towns and their suburban areas. The Committee would like Government to examine this matter in depth and prepare a perspective plan for introducing the diesel car services where they are justified by traffic surveys and where they will pay their way. The Committee have no doubt that if the demand is sizeable and of a sustained nature, the Railways would undertake the manufacturing programme of such cars in one of the existing production units/workshops to meet the same.
- 44            1.151        The Committee observe that in case of 12 out of a total of 54 Mail/Express trains, the journey time as in May 72 has increased while in the case of 6 others it has decreased only marginally, as compared to the position obtaining in April, 1951. The trains whose journey time has increased substantially are the Bombay-Madras and the Delhi-Howrah Janata Expresses, the increase being between 1 hr. 45 minutes and as much as 3 hours 40 minutes. This is stated to be due to the larger number of halts now provided to these trains.
- 45            1.152        The Committee also note that besides the extra time allowed for compensating the loss of time
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		due to development works or regular maintenance works, a certain amount of traffic recovery time is also allowed in the last lap of the run of the trains to meet the time loss due to unforeseen circumstances such as alarm chain pulling, cattle run-over cases, natural calamity etc.
46	1.153	While the Committee realise that safety considerations do necessitate provision of some buffer time, they are not quite convinced about the necessity for making provision for contingencies which may or may not occur. In any case, for ensuring that the running as well as station staff are constantly alert and vigilant, it is necessary that they are given a tight time schedule to work upon. The fact that while the journey time of most of the Mail/Express trains has been reduced while in the case of a few others it has increased, calls for a detailed study. It is high time that the Railways realise that besides their operational convenience there is an over-riding consideration of the time of the public being lost in travelling. The Committee, therefore, recommend that the Railway Board may review the position in all its aspects.
47	1.154	It may, in particular, be examined if the traffic recovery time allowed in the time tables is not on the high side and whether this practice may not be stopped altogether so that the impression in the mind of the public that they are an alibi for the Railways' own inefficiency, is removed. Moreover, the delays that occur enroute due to unforeseen circumstances, could always be explained by the actual occurrence of an event.
48	1.155	The Committee suggest that the study proposed above may cover not only Mail/Express trains but also the passenger trains.
49	1.156	The Committee consider that stiffer time schedules would help the Railways to tone up the efficiency of the staff and incidentally provide

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- better and quicker service to the travelling public by cutting down irksome delays. This would also help the Railway to work out the cost of travel, class-wise, on a more rational basis.
- 50            1.157            It may also be useful for the Railways to study the position obtaining in this regard on some of the foreign Railways.
- 51            1.158            The Committee would further like the Railway Board to ensure that the extant instructions requiring that trains should not only arrive at destinations punctually but that they arrive punctually at important stopping stations *enroute* are strictly enforced and that any lapses on the part of the staff are taken serious note of.
- 52            1.162            The Committee note from the above that the percentage of multiple track to total length has improved by over 7 per cent while that of diesel and electric traction to total train Kms. (Passenger) has shown an improvement of about 16 per cent over the last eleven years. In addition, heavy capital investment has been made during this period on modernising the signalling and communication facilities, improving track standards and maintenance and other measures adopted to facilitate high speed operation.
- 53            1.163            While the Committee note that the journey time of most of the Mail/Express trains has been brought down during this period, in the absence of any data as to the average speeds of passenger trains, it is difficult to say if the improvement affected is commensurate with the additional facilities provided at high capital cost and whether the speeds of Passenger trains on the routes on which such facilities have been provided, have also shown any improvement.
- 54            1.164            The Committee would, therefore, like the Efficiency Bureau of the Railway Board to undertake a study of the speeds of passenger trains
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in India, Mail/Express as well as ordinary, in relation to the better traction power, increased line capacity and other facilities provided since the commencement of the First Five Year Plan. A comparative study of the speeds of passenger trains in India and other leading foreign Railways taking into account, the density of traffic, both goods and passenger, may also be useful.

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1.165

The Committee would further suggest that in the light of such a study the Railways may undertake a detailed review of the time tables and prepare a phased programme for acceleration of passenger trains some of which are notorious for their slow speeds, so that they may be able to compete successfully with bus transport which is now increasingly making inroads into the Railways' domain of medium distance travel. In a country which is fast becoming industrialised, there is increasing accent on proper utilisation of time. The Committee cannot but strongly stress that Railways should make a concerted drive to improve the speeds of trains, particularly those which cater to the transport requirements of common man. In fact, the Committee would like the Railways to mention specifically the improvements made in the running of the passenger trains in their annual reports, so that the Members of Parliament and the public know, whether any appreciable improvement in this respect has been achieved, consistent with the heavy investment which is being made year after year in improving signalling, track, yards, terminal facilities, traction power etc.

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1.170

The Committee have in their Third Report recommended that the Ministry should undertake a study of the places/areas where there is regular stopping of trains at signals with a view to analyse the causes thereof and in particular,

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to ascertain, to what extent this is due to operational difficulties so that necessary remedial measures may be taken to minimise such detentions.

- 57            1.171            The Committee would further suggest that in order to keep a strict watch on the incidence of such detentions which not only enable habitual ticketless travellers to get away undetected but which also result in misconnection of trains, avoidable waste of time of a large number of passengers and overcrowding in subsequent trains, the Railway Board may issue instructions to all Railways to maintain complete statistics in this regard indicating broadly the reasons for such detentions and the effective steps taken to avoid their recurrence.
- 58            2.12            The Committee note that according to an assessment made by the Railways on the basis of broad analysis, the Railways incurred a loss of Rs. 63 crores during 1972-73 on passenger traffic, of which non-suburban traffic accounts for Rs. 50 crores and suburban traffic Rs. 13 crores. As admitted by the representative of the Ministry, this assessment is based on a "rough and ready method of calculation." A detailed cost study for determining the cost of operation of various types of passenger services is stated to be in hand.
- 59            2.13            The Committee further note that fares for the various classes of travel were fixed by Railways in old days roughly on the basis of the number of persons who could be accommodated in each class and the percentage of occupancy. The Committee are surprised that the Railways are fixing fares of the various classes of travel without a scientific study of the expenditure on capital cost of the coaches and the expenditure on their operation and maintenance, etc.
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60	2.14	<p>It is also surprising that the losses on passenger traffic are assessed on a rough and ready method for all classes and that no statistics of loss on each class of travel are maintained by the Railways. In the opinion of the Committee, the Railways as a commercial organisation of long standing should have worked out the cost of operation of various types of passenger services and shown the losses on various classes of travel separately to indicate a correct picture of their passenger operations class-wise.</p>
61	2.15	<p>The Committee have already made recommendations in regard to the suburban passenger travel in their second Report on 'Suburban Services'. They feel that considering the high density of occupation of trains in all classes, particularly over-crowding in the third class, the figures of losses on passenger traffic assessed by the Railways, appear to be on the high side. The Committee urge the Ministry to expedite the work of analysing in detail the cost of operation of various classes of passenger services train-wise and class-wise on an emergent basis so as to assess the losses on each class of travel on a realistic basis.</p>
62	2.16	<p>The Committee have elsewhere in this report observed that they are averse to any losses on operation of higher classes being met by the Railways. They are of the firm view that travel in higher classes must pay its way.</p>
63	2.17	<p>Apart from the fact that the adjustment in fares, particularly for higher classes, should be done so as to meet fully the cost of operation thereof, the Committee would like the Railways to so modify the composition of trains and manufacturing programme of coaches as to provide maximum service to third class passengers.</p>



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64	2.18	Another question which would naturally arise from this study is, whether the existing services for higher classes would need to be curtailed for providing more facilities to third class passengers keeping in view their large numbers.
65	2.19	The Committee further note that the cost of maintenance of coaching stock is not maintained type-wise by the Railways. The Committee consider that such a data would provide a useful tool to the Railways to keep a check on the expenditure on maintenance of such stock and would also indicate if any particular type of stock has outlived its utility. They would, therefore, like the Railways to maintain data about the cost of maintenance of all types of coaches including saloons.
66	2.46	The Committee note that the Indian Railways provide five classes of accommodation viz., air-conditioned, air-conditioned chair cars, First Class, Second class and Third class (with provision of sleeper coaches in Second class and Third class) and that the Railway Board have recently taken a decision to abolish Second Class within 18 months. The Committee note that while proposing an increase in the upper class basic fares by 10 per cent in respect of single journey tickets, the Railway Minister in his Budget speech on 20th February, 1973 observed as follows:  "My intention is that within a period of two years the air-conditioned class fares in all the trains should be brought to the level of air-fares. To begin with, I propose to raise the air-conditioned fares for Rajdhani Expresses to Bombay and Calcutta equal to or more than the air fares".
67	2.47	The Committee find that in some of the advance countries like U.K., France, Canada,

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		<p>U.S.S.R. and U.S.A. only two types of accommodation are provided on the Railways. The U.S. and Canadian Railways, however, provide sleeping accommodation also. In Japan, there is generally one class only but a "Green" class coach is provided on long distance trains.</p>
68	2.48	<p>The Committee note that out of a total of 1252.18 million non-suburban originating passengers, during 1971-72, only 6.17 million i.e. 0.5 per cent travelled by AC or First Class. Thus the overwhelming majority of passengers are third class only.</p> <p>The Committee are distressed at the overcrowding and inhuman conditions in which the third class passengers have to travel on the Indian Railways. In addition, there are long waiting lists and many 3rd class passengers are left from the Mail/Express trains.</p>
69	2.49	<p>The Committee consider that the basic and foremost concern of the Railways as a premier public transport is to provide quick and easy means of communication to the teeming millions of the country and that all its policies in this regard should be mass-oriented. The Committee consider that so long as the Railways are not in a position to assure a seat to a third class passenger on any train and for any distance at a reasonably short notice, if not on demand, the provision of facilities for the more affluent sections of society, by way of air-conditioned trains/coaches is out of tune with the declared objective of establishment of a socialistic society. They feel that with the existing financial constraints, the Railways are not likely to augment in the foreseeable future, their passenger carrying capacity to meet fully the increasing needs of the travelling public, particularly the common</p>

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third class travellers. There is thus no likelihood of any appreciable relief in overcrowding and the miserable lot of the third class passengers.

- 70            2.50            The Committee consider that immediate relief can be given to the third class passengers by rationalising the classes of travel on the Indian Railways. In this connection, the Committee are greatly surprised to hear that the Railways do not have precise data about the operational costs of different classes of travel. Further, even the occupancy ratio gathered from six-monthly traffic census does not give precise information about the distances or the starting and terminating points of the journey.
- 71            2.51            The Committee have an impression that a very large number of persons who travel in higher classes, particularly, in First Class or Air-Conditioned Class, do so either on Government account or on Railway passes or on expense account of companies. The Committee feel that the Railways should carry out detailed analysis in order to determine, first, the cost of operation of different classes of travel and secondly, the type of clientele they have to cater for, so as to lay down a firm policy for bringing about rationalization in classes of travel, keeping in view the objective of having the minimum number of classes in the context of socialistic pattern of society and the fact that in most of the foreign countries the classes of travel are only about two.
- 72            2.52            The Committee would like Government to examine whether it would not be in the over-all interest, to withdraw the air-conditioned coaches by a specified date, so as to convert/replace them by Third Class coaches in order to relieve the over-congested conditions of travel.
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73	2.53	<p>In this connection, the Committee would like to caution the Railways that the policy of continuing the existing classes till the life time of the existing coaches, is likely to result in continuation of these classes indefinitely as had happened in the case of Second Class travel. It is, therefore, of utmost importance that a decision to rationalise the number of classes of travel on the Railways should be taken immediately and implemented from a specified date.</p>
74	2.54	<p>The nomenclature of these two classes may also be suitably changed. In this connection, the Committee would like that Parliament should be informed of the precise progress made in abolition of second class and the date when the last second class coach goes out of operation.</p>
75	2.79	<p>The Committee observe that as on 1st April, 1972 the Railways had 1050 inspection carriages on line as against 1072 at the commencement of the Fourth Plan. Of these, 613 are BG and 437 MG. Out of the total, the number of bogie coaches is 303—136 BG and 167 MG. In addition, there are four air-conditioned inspection carriages for use by tourists, eminent foreign dignitaries and Board Members.</p>
76	2.80	<p>The Committee have also noted the announcement made by the then Minister of Railways in the Rajya Sabha on 12th March, 1970 to the effect that "the whole question of use of saloons (8 wheeler bogie carriages) will be re-examined. Their use will be restricted to the minimum compatible with the essential needs."</p> <p>While the data furnished by the Ministry does not indicate the utilisation of 8 wheeler bogies and 4-wheeler inspection carriages separately, the Committee observe that on most of the Railways the use of such inspection carriages has actually increased.</p>

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77	2.81	<p>The Committee further observe that Railway officials are entitled to take their wives and children along with them while travelling on duty in inspection carriages against their duty passes. The Committee are of the view that the inspection carriages are a relic of the British days when, being foreigners, they preferred to move with their families while going on inspections.</p>
78	2.82	<p>While the Committee agree with the views of the Ministry that under present day conditions it is necessary for officers to supervise the work of the staff, notwithstanding the development of communication facilities, they do not consider that this can be ensured only by providing them with exclusive transport facilities. The Committee see no reason why the officers should suffer from the handicap of having their carriages attached to slow moving goods and passenger trains when they could easily travel against their duty passes in faster trains along with the general public.</p>
79	2.83	<p>The Committee need hardly point out that there is a wide-spread feeling among the public that at a time when there is acute overcrowding on passenger trains, the Railway officials are seen travelling in the luxury of their inspection carriages. It is high time that the Railways realised the extent of feeling amongst the public against the continued use of these carriages.</p>
80	2.84	<p>The Committee feel that it is time the Railways realised that use of inspection carriages should be strictly limited to discharge of inescapable official duties and should not, under any circumstances, be treated as a perquisite. The Committee are strongly of the view that a lead in this behalf has to be given by senior officials who should set an unexceptionable standard by</p>

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ensuring that no carriage is used except for discharge of inescapable official duties which involve visit to stations where lodging facilities do not exist.

81	2.85	The Committee see no reason why the inspection carriages should be used as a means of transport to terminal or intermediate points where adequate lodging facilities exist. Further, they find no justification for the officers to take their families with them while travelling on duty. They would, therefore, strongly urge that instructions in this regard should be issued forthwith severely discouraging this practice.
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82	2.86	The Committee note that instructions already exist that four-wheeler and eight-wheeler carriages for officials upto the rank of senior scale officers should not be attached to fast passenger trains and should normally be attached to goods and slow moving passenger trains. The Committee would like these instructions to be made more specific so as to ensure that these carriages are not attached to any crowded passenger train.
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83	2.84	They would, therefore, recommend that appropriate rules should be framed by the Ministry of Railways in regard to the use of inspection carriages by officers in the light of the above observations of the Committee and their implementation ensured.
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2.87	While the Committee are against perquisites being provided to railway or other officials, they would like to take note of the widespread feeling amongst officers on the Indian Railways particularly those in Class I and II that they do not have adequate avenues of promotion as compared to other All India Services with the result that a large number of them have been stagnating in the same scale for a very long time. This also acts as a disincentive in attracting to the Railway Service bright and promising recruits with high position in the All India competition for combined
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		<p>services. The Committee would like Government to examine the matter in all its aspects and to ensure that the Railways which are a premier undertaking in the country and have a high tradition of service should be given equitable treatment and the pay scales and avenues of promotion for those working in the Railways should be comparable to those in the other All India Services.</p>
84	2.88	<p>The Committee note that no separate accounts are being kept either of the running cost or the maintenance cost of these inspection carriages. The Committee stress that the cost of running of these carriages as well as the maintenance cost should be specifically maintained and a watch kept at the Divisional and headquarters levels to see, whether the money spent on the running of these saloons by the officers is commensurate with the discharge of official responsibilities and whether it would not be better to do away with these carriages by a specified time by augmenting the lodging facilities at suitable points where they may not exist at present.</p>
85	2.89	<p>The Committee further suggest that the running costs and maintenance costs of inspection carriages should be indicated in the Annual Report of the Railways (Zone-wise).</p>
86	2.90	<p>The Committee see no justification whatsoever, for construction of new inspection carriages. They would, therefore, like the Ministry to issue suitable instructions to stop the manufacture of such carriages in future.</p>
87	3.22	<p>The Committee observe that during the year 1968-69 for which figures have been made available to them, the number of passes and PTOs issued in favour of the Railway employees was 18.78 lakhs and 20.06 lakhs respectively. The financial implications thereof have been assessed</p>

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		<p>at Rs. 25.40 crores of which passes accounted for Rs. 23.59 crores and PTOs Rs. 1.81 crores. This far exceeds the assessment made on the basis of a sample survey carried out on the Northern Railway in 1962 which indicated the total annual effect for Indian Railways as a whole to be about Rs. 8 crores for passes and about Rs. 70 lakhs for PTOs.</p>
88	3.23	<p>The rough calculations made by the Estimates Committee (1967-68) on the basis of information available in official documents placed the total cost of travel concessions at an optimum figure of Rs. 17.39 crores. Even this estimate falls short of the Ministry's own calculations by about Rs. 8 crores. If the financial effect of the facilities of concessional/residential Card Passes and school cheque passes were also taken into account, the total burden on Railway revenues would be very considerable.</p>
89	3.24	<p>The Committee note that in the absence of complete data, the above figure of Rs. 25 crores has been worked out on an "approximate" basis and that the figures for subsequent years are under compilation. The Committee regret to observe that despite the assurance given to the Estimates Committee by the Ministry that the figures for 1968-69 would be made available to Parliament in the latter half of the year 1969 and that the same procedure would be repeated in subsequent years, the requisite information was made available to the Estimates Committee as late as in October, 1972.</p>
90	3.25	<p>While the Committee agree that the work involved in collecting the data may be heavy they regret the inordinate delay that occurred in making the information available to Parliament. This</p>



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		is only indicative of lack of seriousness in dealing with an issue which not only affects Railway finances substantially but also accentuates the problem of overcrowding on Railways.
91	3.26	In this connection, it is pertinent to note that the Second Pay Commission had come to the conclusion that "the travel privileges allowed to Railway employees are conspicuously extravagant and in large part, indefensible." The Commission had, therefore, suggested curtailment of the facility. Similar conclusions were arrived at by the Estimates Committee who examined the question in 1967-68. As the replies of the Ministry failed to convince the Estimates Committee (1968-69), the latter were compelled to reiterate their earlier recommendations in their Action Taken Report.
92	3.27	The Committee note that similar travel concessions are made available by the Railway administrations in some foreign countries to their employees and that the labour in India "has more or less taken it as an earned facility". While the Committee would not like to deprive the Railway employees of these facilities, they agree with the views of the Second Pay Commission as well as the Estimates Committee that there is a strong case for curtailment of this facility which is heavily weighted in favour of Class I and II staff. The Committee see no reason why any distinction should be made amongst different categories of Railway staff in this respect. In the absence of any convincing arguments to the contrary, the Committee reiterate the recommendations of the Estimates Committee that (i) the number of free passes allowed to serving Gazetted Officers (Class I & II) should be brought at par with those allowed to Class III any IV employees; and (ii) suitable reductions may gradually be made in

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		the number of free passes allowed to retired railway employees also with a view to effect economy and bring about uniformity.
93	3.28	The Committee further recommend that steps may be taken for speedy collection of the data showing the financial effect of the travel concessions allowed to the Railway staff including concessional monthly tickets, residential card passes and school cheque passes issued in favour of Railway employees/their children in suburban sections. If necessary, computers should be utilised for expediting this work and the information placed before Parliament as early as possible. Instructions may be issued to all Railway administrations to maintain henceforth complete data in this regard and furnish quarterly returns to the Railway Board to enable compilation of the information without any delay in future. This data may also be published in the Annual Reports of the Railway Board (Zone-wise).
94	4.27	The Committee note that a sum of Rs. 15.99 crores was spent during the first four years of the Fourth Plan on provision of Railway Users' Amenities and that the programme for provision of basic amenities at all stations has since been completed. The Railways now propose to take up intensive improvement programmes at selected stations instead of allocating the available funds thinly for a large number of works all over the country.
95	4.28	The Committee consider that now that the programme for provision of basic passenger amenities has been completed on all Railways, it is

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		time for the Railway Board to review the question of providing additional amenities in all its aspects and to lay down suitable guidelines in this regard for the benefit of the Zonal Railways.
96	4.29	A perspective plan may be drawn up for provision of much needed amenities and priorities laid down (zone-wise) for provision of such additional amenities according to the requirements of traffic, particularly for tourists and pilgrims at various important stations.
97	4.30	The Committee further recommend that the question whether the provision of a particular facility like the cost of additional coaches to compensate loss of seating capacity, extension of platforms, raising of platforms etc., should be treated as a Users' amenity and expenditure thereon should be debited to the Development Fund, should be gone into thoroughly by the Railways by associating a few representatives of the National Railway Users' Consultative Committee and their suggestions in this regard should be placed before the next Railway Convention Committee for their consideration.
98	4.52	Of all the basic passenger amenities provided by the Railways, the Committee attach the greatest importance to provision of adequate drinking water facilities at all stations, big and small. With the increase in the loads of passenger trains to as many as 18 bogies in some cases, it has become all the more necessary to augment these facilities so as to ensure that they are within easy reach of the passengers.
99	4.53	The Committee note that an expenditure of Rs. 86.75 lakhs was incurred by the Railways during the first three years of the Fourth Plan on schemes for supply/augmentation of drinking water facilities at stations. The Committee have,

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100	4.54	in paragraph 4.15 of their First Report, already emphasised the need for giving top priority to providing clean and cool drinking water to the travelling public.
101	4.55	Keeping in view the climatic conditions in the country, the Committee consider that it is not enough to provide facilities for supply of drinking water to the passengers but also to ensure that the hand pumps, tubewells, water coolers and other gadgets are properly maintained for rendering efficient service particularly during summer months and that break-downs etc. are promptly attended to.
102	4.56	As already pointed out in paragraphs 4.16 and 4.17 of their First Report, the Committee would like the Ministry to particularly ensure proper maintenance of water coolers which have been provided at important stations at a good deal of public expense. The Zonal Railways should also be asked to ensure that the facility is not misused either by the travelling public or by the Railway staff themselves.
102	4.56	As complaints continue to be voiced about the inadequacy of these facilities as well as poor maintenance thereof, the Committee consider that the supervisory officers should be asked to personally ensure that the water supply arrangements are adequate and in proper working condition at all times. Inspecting officers should also ensure the adequacy and proper maintenance of drinking water facilities at the stations during their visits and include the same in their Inspection Reports. Responsibility for lapses if any, in this matter should be promptly fixed. The Committee need hardly emphasise that adequate funds will continue to be earmarked by the Railways for this purpose.

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103	4.57	<p>The Committee have noted with interest the experiments made by the Railways for provision of water coolers in IIIrd Class Sleeper Coaches but these are stated to have been abandoned as it was found extremely difficult to maintain these water coolers. The feasibility of providing additional water tanks in coaches of long distance trains is also stated to have been examined but found impracticable due to limited availability of space. The Committee would like the RDSO to further explore the possibilities of supplying potable water in coaches of long distance Mail/Express trains. They consider that it should not be beyond the ingenuity of the Railways to cater to this requirement which will be very much appreciated by the travelling public.</p>
104	4.61	<p>The Committee would like the Ministry to take expeditious steps for electrification of all stations where electric supply is available in the vicinity. Close liaison may be maintained in this regard with the State Electricity Boards so that the programme for progressive electrification of all stations keeps pace with the electrification schemes of the State Governments.</p>
105	4.67	<p>The Committee have in para 2.65 of their Third Report recommended that the Railways should undertake a quick survey of the adequacy of booking windows and booking clerks, particularly at important junction stations which deal with heavy passenger traffic and take necessary remedial measures in this regard.</p>
106	4.68	<p>The Committee have no doubt that of Committee of Members of Parliament which is currently examining the procedure for booking and reservations on Railways will examine the problem in all its aspects and that necessary action in pursuance thereof will be taken to bring about tangible improvements.</p>

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| 107 | 4.69 | <p>One aspect of the matter to which the Committee would like to draw attention of the Ministry is that the reservation charts for Third Class Passengers are mostly written in hand and are not, therefore, quite legible. This leads to avoidable confusion at the last moment which is sometimes taken advantage of by unscrupulous elements amongst the staff to harass the passengers and indulge in malpractices. The Committee would like the Ministry to issue instructions that all reservation charts including those for III Class passengers should be invariably typed. It should also be ensured that these are not only displayed well before the departure time of the train but that the boards are well lit and hung at prominent places on the platforms. Railway staff should also be instructed to give guidance to the passengers, particularly those belonging to the IIIrd Class, in locating reserved seats. Any disregard of these instructions should be taken serious note of.</p> |
| 108 | 4.84 | <p>The Committee find that the Railways have not made any assessment so far of the demand for third class sleeping accommodation on trains involving overnight journey even though their policy is to provide such accommodation not only on Mail/Express trains but passenger trains as well. It was, however, admitted in evidence, that there was "plenty of demand" for such accommodation.</p>  |
| 109 | 4.85 | <p>The Committee would like the Ministry to make a detailed assessment of the requirements of sleeping accommodation for third class passengers particularly on Mail/Express trains on trunk routes and to prepare a time-bound programme</p>  |
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		for provision of this facility on all trains involving over-night journey, subject to the demand being sufficient.
110	4.87	The Committee further recommend that the Ministry of Railways should carefully work out the economics of all new proposals before introducing them even on an experimental basis with a view to ensure that the new facilities are not subsidised by the common man.
111	4.94	The Committee note that the occupancy ratio of the retiring rooms varies considerably from place to place being as low as 3 per cent in case of Kanpur-Anwarganj. This point was commented upon by the Railway Catering and Passenger Amenities Committee also. The Committee would like the Ministry to examine if these rooms could not be put to better use at places where their occupancy is less than 40 per cent so that the expenses incurred on their maintenance and upkeep could be justified.
112	4.95	The Committee would further like the Railway Board to maintain data about the occupation of the retiring rooms by Railway staff and the general public separately so that their real utility to the travelling public could be determined.
113	4.96	The Committee further note that there is a wide variation in the rental charges for this facility from place to place and that in the case of the Northern Railway at least, the position has not been reviewed over the past 30 years. The Committee would like the Ministry to undertake a comprehensive review of the position in this

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		regard on all Railways with a view to standardising the charges, which should not exceed Rs. 10 for a double bed room. For additional cots provided in emergency, a sum of Re 1 per bed may be charged. In places where the occupancy of the retiring rooms is relatively poor, it may even be worthwhile to reduce the rental charges.
114	4.97	The Committee would further like to point out that the maintenance and upkeep of the retiring rooms, particularly at smaller stations, leaves much to be desired. They would like the Railway Board to impress upon the Zonal Railway Administrations the need to keep these rooms in a neat and tidy condition at all times and to ensure that the sanitary and electric fittings are in good shape and in working order.
115	4.103	The Committee note that the Railways have so far provided 71 dormitory type of retiring rooms with a total of 398 beds at 54 Railway stations in the country and that instructions have been issued for construction of more dormitories in all pilgrim centres and other places where melas are held.
116	4.104	As the dormitories provide cheap accommodation to the travelling public for a short stay of upto 24 hours, the Committee welcome the proposal to provide more dormitories. In order that full advantage is taken of this facility by the travelling public, the Railways would do well to standardise the charges at a moderate level, say Rs. 2 per bed. The services of caretakers may also be provided to look after the comforts of passengers and their luggage etc.
117	4.128	While taking note of the various facilities provided by the Railways for attracting tourists both from within and without the country, the Committee consider that there is still abundant scope for providing more facilities for travel by



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|     |       | rail, particularly to the overseas visitors to whom this vast country with its rich cultural heritage, offers much to see.  |
| 118 | 4.129 | The Committee consider that the technological advancements made by Indian Railways in recent years should be fully exploited to cater to the requirements of overseas visitors. The Railways should look upon tourist traffic not so much as a direct source of earnings for themselves but as source of earning much needed foreign exchange for the country.  |
| 119 | 4.130 | In this connection, the Committee welcome the proposal to set up in the Ministry of Tourism and Civil Aviation, a Tourism Cell manned by personnel drafted from the Railways for facilitating better liaison between the two Ministries. The Committee hope that with better co-ordination and aggressive salesmanship, it would be possible for the Railways to attract more foreign tourists and that the facilities provided for them would be suitably augmented and brought to international standards. The position in this regard should be kept under constant review and highlighted in the annual Reports of the Railway Board.   |
| 120 | 4.131 | So far as home tourists are concerned, the Committee consider that notwithstanding the problem of overcrowding, which in any case, is confined mostly to trunk routes, the Railways should take more energetic steps for fostering this traffic in the interest of national integration as well as augmenting their own earnings. As the country abounds in places of tourist and religious interest, the Committee consider that the earnings of the Railways can be considerably augmented by drawing up attractive package programmes in liaison with travel agencies. The Railways would also do well to study the measures adopted by Railways in some of the advanced foreign countries to attract tourist traffic. |
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121	4.132	The Committee would in particular urge the Railways to provide more and more facilities to students and workers to see the country. Special 'See Your Country' trains may be run for the benefit of the student community as well as the rural and industrial workers with the cooperation of the State Governments and educational authorities.
122	4.139	The Committee consider that proper upkeep of the various passenger amenities is as important as their provision. While instructions to exist for ensuring that maintenance aspect receives constant attention of the staff concerned, the experience of the travelling public would not appear to testify the claims made by the Railways in this regard. The sanitary conditions particularly in the Third Class waiting halls, lavatories and bath rooms are far from satisfactory. The Committee consider that it is certainly not for want of staff or funds that an appreciable improvement has not been found possible. While special drives in this regard may help to improve matters for sometime, they do not provide any alternative for sustained efforts which alone can provide an answer to this problem.
123	4.140	The Committee expect the Ministry to ensure that any dereliction of duty by the staff concerned will be visited with suitable punishment and that no efforts will be spared to ensure that the facilities provided at great expense to the common man are properly maintained and looked after so as to be of maximum service to the travelling public.
124	5.45	The Committee note that departmental catering was introduced on the Railways in the year 1954 in pursuance of the recommendation made by a High Powered Catering Committee that "Railways should set a standard for the contrac-

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		tors to emulate." Departmental Catering now obtains at 102 stations and 26 pairs of trains out of about 2900 stations and 50 pairs of trains where catering facilities are provided on different Railways.
125	5.46	The Committee further note that the Railways are now considering extension of departmental catering facility on a selective basis and that 'prestige' trains stations and stations where suitable contractors are not forthcoming, would be given prior consideration.
26	5.47	The Committee observe that the Railways have been incurring losses of the order about Rs. 6-1/2 to 7 lakhs per annum on mobile units and that the combined results of working of both the static and mobile units (excluding Hotels) have also shown a declining trend of profitability, the figure having come down from Rs. 21.66 lakhs in 1968-69 to 18-19 lakhs in 1969-70 and still further to Rs. 12.25 lakhs in 1970-71. It has, however, improved to Rs. 18.55 lakhs in 1971-72 due to the increase in tariff with effect from 20th December, 1970 but for which the profits would have been still less.
127	5.48	The Committee regret that information regarding savings effected in the staff employed by departmental catering establishments, as recommended by the Railway Catering and Passenger Amenities Committee has not been furnished to them by the Ministry. The action taken with regard to another recommendation of this Committee that the question of abolition of departmental catering at small uneconomic units may be investigated, has also not been indicated by the Ministry.
128	5.49	In the absence of the above information and considering the steep fall in the profit 'ibility of the departmental catering services, static and mobile (the latter in fact is a losing activity).

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		<p>the Committee are not sure if the measures stated to have been taken by the Railways to bring down the overhead costs and to streamline the system of procurement of raw materials with a view to effect economies in bulk purchases consistent with the quality of supplies have yielded any concrete results. The Committee recognise that the rise in staff costs and in prices of foodstuffs may have contributed to the diminishing profitability of these services. They are however, far from convinced if the Railways have taken all possible steps to effect economies and improve the efficiency of the catering services which alone can justify further extension of this facility.</p>
129	5.50	<p>Out of 21 mobile catering Units run departmentally for which separate figures have been supplied to the Committee, 13 units were running in loss in 1970-71. Catering losses on the Punjab Mail have gone up from Rs. 86,000 in 1968-69 to Rs. 1.83 lakhs in 1970-71. In case of certain other trains like 103/104 Deluxe AC Express, the Coal Field Express, the Black Diamond Express and the Bombay Central-Ahmedabad AC Express, the profits have not only completely eroded over the above period but those services are now running into losses. Yet in some other cases like those of Bangalore-Poona Mail and the Howrah-Bombay Mail (via Nagpur), the losses have either increased or the profits have declined considerably.</p>
130	5.51	<p>The Committee understand that catering on a prestigious train like the Howrah-Delhi-Kalka Mail was handed over back to a private contractor as the Railways were incurring losses on this service. That losses still continue to be incurred or a number of other trains also is indicative of the fact that the original objective of taking over catering under departmental management so as to "set a standard for the contractors to emulate" is far from being achieved.</p>

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131	5.52	The Committee would, therefore, like the Ministry to undertake a comprehensive review of working of the departmental catering services so as to identify the specific services (Division-wise in case of static units) on which losses are occurring or which are showing diminishing returns and to ascertain the precise reasons therefor to facilitate necessary remedial action. The results of such a study may be placed before the next Railway Convention Committee.
132	5.53	The Committee observe that the Ministry now propose to phase out the dining cars gradually and to provide meals from static units in order to effect economies. Incidentally, the replacement of dining cars by pantry cars would release some space for accommodating passengers. They further note that the additional revenues by way of increased passenger earnings that would accrue if all dining cars were withdrawn would be to the extent of Rs. 6 to 8 crores per annum.
133	5.54	The Committee would like the Ministry to ascertain public reaction over a period of time to the revised scheme of serving meals from static units which has been introduced as an experimental measure on certain trains so as to ensure that withdrawal of the dining car facility does not cause any hardship to long distance passengers.
134	5.55	As complaints continue to be voiced both in Parliament and outside that the quality of food-stuffs served by the Railways, leaves much to be desired, the Committee would like the Ministry to ensure that such complaints from whatever quarter they come, are promptly attended to and steps taken to rectify the shortcomings.
135	5.56	The Committee feel that one of the best means of ensuring quality is to lay down the specifications as precisely as possible.

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		Where it is possible to obtain ISI or AGMARK ingredients/materials, these should be given preference in the interest of assured quality.
136	5.57	The Committee attach the highest importance to the observance of cleanliness in the kitchen where the food is prepared. The Committee would impress on the Railways to take up the work of modernising the kitchens on a priority basis to ensure that the food is prepared in a most hygienic manner free from any contamination. The Committee would suggest that the Railways may take the assistance of catering Institutes and other public sector undertakings who have experience in catering.
137	5.58	The Committee note that the Railways have decided to introduce food packets on an increasing scale to meet the needs of the travelling public. The Committee would stress that the constituents of food packets should be most carefully selected having regard to the nutritious value of the ingredients and the need for encouraging the habit of having a well-balanced and wholesome diet. Every care should be taken to see that the food served in packets is hygienic and free from any health hazards.
138	5.59	The Committee find that at several railway stations, milk bars have already been set up. Now that the dairy schemes are making headway in many parts of the country, the Railways should review the position to see that wherever State approved or sponsored dairies are functioning, milk bars are established to sell milk and milk products at reasonable rates to the travelling public.
139	5.60	The Committee would also suggest that the Railways should, in conjunction with Modern Bakeries, establish stalls for sale of bread at

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		suitable places. The Committee need hardly point out that bread is becoming increasingly popular all over the country and supply of wholesome bread would go a long way to serve the needs of the travelling public.
140	5.61	The Committee are aware of a feeling particularly amongst the foreign tourists that water supplied is not always safe from the point of view of health. The Committee would suggest that the Railways should investigate the possibility of making available hygienic water free from health hazards which could be sold in sealed bottles at a reasonable price.
141	5.62	The Committee note that Railway hotels are a historical legacy and although they are a profitable proposition, it has been decided to hand over the hotel at Aurangabad to the ITDC and that the question of transferring the other two also would be considered in case the Corporation were interested in taking them over. As the ITDC with their experience of running prestigious hotels are obviously in a better position to run them, the Committee suggest that a decision to hand over the hotels at Puri and Ranchi, both of which are places of tourist interest, may be taken expeditiously by Government.