

**ESTIMATES COMMITTEE
(1980-81)**

TENTH REPORT

(SEVENTH LOK SABHA)

MINISTRY OF RAILWAYS

TRANSPORTATION OF ESSENTIAL COMMODITIES



सत्यमेव जयते

Presented to Lok Sabha on... **21. APR 1981**

**LOK SABHA SECRETARIAT
NEW DELHI**

April, 1981/Chaitra, 1903 (Saha)

Price : Rs. -6.60

6395 R

**LIST OF AUTHORISED AGENTS FOR THE SALE OF LOK SABHA
SECRETARIAT PUBLICATIONS**

ANDHRA PRADESH

1. Andhra University General Co-operative Stores Ltd., Waltair (Visakhapatnam).

BIHAR

2. M/s. Crown Book Depot, Upper Bazar, Ranchi (Bihar).

GUJARAT

3. Vijay Stores, Station Road, Anand.

MADHYA PRADESH

4. Modern Book House, Shiv Volas Palace, Indore City.

MAHARASHTRA

5. M/s. Sunderdas Gianchand, 601, Girgaum Road, near Princess Street, Bombay-2.
6. The International Book House Pvt., 9, Ash Lane, Mahatma Gandhi Road, Bombay-1.
7. The International Book Service, Deccan Gymkhana, Poona-4.
8. The Current Book House, Maruti Lane, Raghunath Dadaji Street, Bombay-1.
9. M/s. Usha Book Depot, 585/A, Chira Bazar Khan House, Girgaum Road, Bombay-2.

10. M & J Services, Publishers, Representatives Accounts & Law Book Sellers, Bahri Road, Bombay-15.

11. Popular Book Depot, Dr. Bhadkamkar Road, Bombay-400001.

MYSORE

12. M/s. Peoples Book House, Opp. Jaganmohan Palace, Mysore-1.

UTTAR PRADESH

13. Law Book Company, Sardar Patel Marg, Allahabad-1.
14. Law Publishers, Sardar Patel Marg, P.B. No. 77, Allahabad—U.P.

WEST BENGAL

15. Granthaloka, 5/1, Ambica Mookherjee Road, Belgharia, 24-Parganas.
16. W. Newman & Company Ltd., 3, Old Court House Street, Calcutta.
17. Mrs. Manimala, Buys & Sells, 128, Bow Bazar Street, Calcutta-12.

DELHI

18. Jain Book Agency, Connaught Place, New Delhi.
19. M/s. Sat Narain & Sons, 3141 Mohd Ali Bazar, Mori Gate, Delhi.

CONTENTS

	PAGE
COMPOSITION OF THE COMMITTEE	(iii)
INTRODUCTION	(v)
CHAPTER I Priorities assigned to essential commodities	1
CHAPTER II Movement of essential commodities	6
CHAPTER III Overall performance of Railways in movement of goods	38
CHAPTER IV Wagons	41
(a) Procurement/Availability of wagons	41
(b) Sick-wagons	45
CHAPTER V Operational Improvements	53
(a) Line Capacity	53
(b) Turn-round of wagons	61
(c) Speedy Movement of Goods Trains	64
(d) Super fast trains and Goods services	66
(e) Movement in North-Eastern Region	68
(f) Loading/Unloading facilities	69
(g) Computerisation of Management and control of wagon movement	76
(h) Re-organisation of Divisions	78
CHAPTER VI Losses	79

APPENDICES

I. List of Commodities declared essential under the essential Commodities Act, 1955	93
II. List of Commodities moved by Rail and for which Statistics are maintained in terms of Tonnes Carried	96
III. Summary of Recommendations /observations;	97

ESTIMATES COMMITTEE

(1980-81)

Shri S. B. P. Patabhi Rama Rao—*Chairman.*

MEMBERS

2. Shri Kumbha Ram Arya
3. Shri Chitta Basu
4. Shri Manoranjan Bhakta
5. Shri Sontosh Mohan Dev
6. Shri Ajitsinh Dhabhi
7. Shri Digambar Singh
8. Shri Era Mohan
9. Shri Jitendra Prasad
10. Shri K. T. Kosalram
11. Shri M. M. Lawrence
12. Shri Vilas Muttemwar
13. Shri B. R. Nahata
14. Shri P. Namgyal
15. Shri Balasaheb Vikhe Patil.
16. Shri Janardhana Poojary
17. Shri K. Pradhani
18. Shri K. Vijaya Bhaskara Reddy
19. Shri Ajit Kumar Saha
- *20. Shri Daya Ram Shakya
21. Shri Nawal Kishore Sharma
22. Dr. Shankar Dayal Sharma
23. Shri Virbhadra Singh
24. Shri R. S. Sparrow
25. Dr. Subramaniam Swamy
26. Shri Tariq Anwar

*Elected w.e.f. 12-8-1980 Vice T. R. Shamanna resigned.

(iv)

27. Shri R. L. P. Verma

28. Shri D. P. Yadav

29. Dr. Golam Yazdani

30. Shri Zainul Basher

SECRETARIAT

Shri H. C. Paranjpe—*Joint Secretary.*

Shri K. S. Bhalla—*Chief Financial Committee Officer.*

Shri H. C. Bahl—*Senior Financial Committee Officer.*

INTRODUCTION

1, the Chairman of Estimates Committee having been authorised by the Committee to submit the Report on their behalf, present this Tenth Report on Ministry of Railways—Transportation of Essential Commodities.

2. The Committee took evidence of the representatives of the Ministry of Railways (Railway Board) on 29 & 30 January, 1981. The Committee wish to express their thanks to the officers of the Ministry for placing before them the material and information which they desired in connection with the examination of the subject and giving evidence before the Committee.

3. The Committee also wish to express their thanks to Associated Chambers of Commerce and Industry New Delhi, Indian Merchants Chamber, Bombay, and Federation of Andhra Pradesh Chamber of Commerce & Industry Hyderabad for furnishing memoranda to the Committee and also for giving evidence and making valuable suggestions.

4. The Committee also wish to express their thanks to all those State Governments/Union Territories. Public Undertakings, Merchants Associations, individuals etc. who furnished memoranda on the subject to the Committee.

5. The report was considered and adopted by the Committee on 6th April, 1981.

6. For facility of reference the recommendations/observations of the Committee have been printed in thick type in the body of the Report. A summary of the recommendations/observations is appended to the Report (Appendix).

NEW DELHI;
April 10, 1981
Chaitra 23, 1903 (*Saka*)

S. B. P. PATTABHI RAMA RAO,
Chairman,
Estimates Committee.

CHAPTER I

PRIORITIES ASSIGNED TO ESSENTIAL COMMODITIES

1.1. Allotment of wagons is governed by the Preferential Traffic Schedule General Order applicable to all Railways and Special Orders applicable to individual Railways, which are issued every six months under the powers vested in the Central Government under Section 27A of Indian Railways Act, 1890. Priorities for different commodities are fixed in the Preferential Traffic Schedule taking into consideration their essentiality in relation to the national economy and also the profitability of transporting high-rated traffic. For this purpose, the various commodities are classified into five groups of priorities falling under items 'A' to 'E', their intergroup priority being in the descending order with item 'A' enjoying the topmost priority.

1.2. The transport of goods/class of goods to be arranged under each priority is broadly as indicated below:—

- (i) *Priority 'A'*: All moves of immediate and operational nature ordered by the Quarter Master General's Branch.
- (ii) *Priority 'B'*: Programmed movements of foodgrains and fertilisers and levy sugar on Central Government account, programme movement of iodised salt, pesticides and jute, High-rated traffic like tea, tobacco, coffee, cotton, hydrogenated oils (in tins, drums and barrels) etc.
- (iii) *Priority 'C'*: Programmed movements on account of Central/State Governments and Public undertakings; programmed movements of coal, cement and non-iodised edible, salt, and high-rated traffic like medicines, brassware, caustic soda/soda ash, mica, mustard/groundnut oil in tins, drums or barrels, paper, paper Board etc.
- (iv) *Priority 'D'*: Raw materials to cement, ceramic, fertiliser, match, paper, glass sheets industries, wheat and rice on trade account etc.
- (v) *Priority 'E'*: Commodities not covered under the above noted priorities. Under this priority, commodity quotas are given in the Special Orders to the individual Railways.

1.3. Priorities given to foodgrains and pulses in the Preferential Traffic Schedule are listed below:—

<i>Commodity</i>	<i>Priority</i>
<i>(a) Foodgrains :</i>	
(i) Programmed and sponsored by the Ministry of Agriculture and Food Corporation of India	B
(ii) Programmed and sponsored by State Governments	C
(iii) Fine foodgrains viz. Rice and wheat on trade account	D
(iv) Coarse foodgrains on trade account	E
<i>(b) Pulses :</i>	
(i) Pulses on Defence Account sponsored by Ministry of Agriculture & Irrigation and Food Corporation of India.	B
(ii) Pulses on Central & State Government Account	C
(iii) Pulses sponsored and Programmed by Food Corporation of India	D
(iv) Pulses on trade account	E

1.4. According to the Ministry, Generally, priorities of essential commodities are not downgraded as the same are decided after careful consideration. There has been no case of downgradation during the last year and this year (1980-81) so far.

1.5. In case of urgent requirement for movement of any essential commodity, the Railway Board upgrade its priority temporarily or permits ad-hoc movement.

1.6. It has been represented to the Committee that agencies like F.C.I. get preferential treatment in allotment of wagons for movement of Essential Commodities. But the private trade does not get equal priority for the movement of same goods. Certain discrepancies have been pointed out in a number of non-official memoranda with regard to priority assigned to some Essential Commodities under Preferential Traffic Schedule issued by the Ministry of Railways. For example:

- (i) Pulses which is an essential Commodity is despatched under priority 'E' which is the lowest while in the Schedule 'E' all non-essential commodities are also despatched.
- (ii) Similarly the traffic of wheat and rice which are much more important as essential Commodities, is booked under

priority 'D' whereas several non-essential Commodities too move under priority 'D'.

1.7. The Ministry of Railways (Railway Board) have stated that Pulses come under the category of coarse grains. Pulses on defence account are given higher priority 'B'. Similarly, pulses on State Government account is moved under priority 'C'. Food stuffs like pulses sponsored by FCI and approved by Railways are moved under priority 'D'. Pulses and other coarse grains on trade account are moved under the lowest priority 'E'. Depending upon the sponsoring authority foodgrains are moved in priorities 'B' to 'D'... Movement on trade account which is mainly for profit is accorded the lowest priority 'D'.

1.8. As regards wheat and rice, the Ministry have stated that wheat and its products and decontrolled rice and paddy and their products (inter-state/intra-state) on trade account are accorded priority 'D'. Other commodities are placed under priority 'D' depending upon their profitability and utility.

1.9. The Committee found that commodities like Electrical goods, silk manufactured, artificial silk etc., are moved under priority 'B', whereas commodities like salt for human consumption, indigenous fertiliser, cement, Iron and steel, edible oils, medicines, coal etc., are moved under priority 'C'. Explaining the position, the Chairman (Railway Board) stated during evidence that priority 'B' had been given to silk and electrical goods as they were high-rated items and were moved in small and insignificant quantities as compared to the total gamut of rail movement of commodities like coal and salt and they would not make any significant difference to the carrying of coal and salt which the Railways had to carry at below cost.

1.10. Asked whether the railway ministry were satisfied with the present level of priorities and whether certain items like oil seeds, lubricants and edible oils being essential commodities should not be upgraded, the Chairman (Railway Board) stated that "In the totality. We are not utterly satisfied. We review this six monthly. There is no satisfaction. Rakes movements are not subjected to these priorities."

1.11. It was represented to the Committee during tour that priorities should be related to the regional requirements also unless this is done, the problems of the Eastern Region would not be solved. In this regard the Committee were informed during evidence that, in the Eastern region particularly, "limitation is not necessarily one of priority, the limitation is one of overall capacity to carry them."

1.12. The witness added that wheat and rice were basically moved by FCI. There was no problem in their movement. For pulses and grains also there were organisations like MARKFED of State Governments. If these were sponsored by States Governments, Railways gave them priority 'C'. Otherwise they came under priority 'E'.

1.13. The Committee note that priorities for different commodities are fixed in the Preferential Traffic Schedule taking into consideration their essentiality in relation to national economy and also the profitability of transporting high rated traffic. For this purpose Commodities are classified into five groups of priorities falling under categories A to E.

1.14. The Committee find the priorities for movement are determined not only with reference to the nature of essential commodity but also to the sponsoring agency. In the case of foodgrains, it is given 'B' priority if sponsored by Ministry of Agriculture or FCI, 'C' priority if sponsored by State Government but it is 'E' the lowest priority if sponsored on trade account. In the case of pulses, sponsorship by Central/State Governments gets it 'C' priority and that by FCI 'D' priority but the movement on trade account is again under the lowest priority 'E'.

1.15. The Committee are informed that movement on trade account is given the lowest priority 'E' since such a movement is for profit. The Committee take note that certain non-essential but high rated commodities like silk and electrical goods move under higher priority than essential commodities like salt, fertilizers, cement, edible oils, medicines and coal and according to Railways, the quantities of such non-essential commodities are so insignificant that they will not make any significant difference to the carrying of essential commodities.

1.16. When asked whether the Railways were satisfied with present level of priorities, the Chairman (Railway Board) stated during evidence that in the totality they were not satisfied with the present level of priorities. The Committee feel that the criterion to determine priority should be whether it is an essential commodity and whether its movement is necessary in public interest and if these two conditions be satisfied, and the Railways are also satisfied that profit is not the only or the principal motive for movement of an essential commodity movement of that commodity should be accorded appropriate priority. It should not necessarily be given the lowest priority just because it is sponsored on private account. After

all these essential commodities scarcity of which will boost up prices to the detriment of common man. This must be borne in mind and the schedule revised at the earliest. (S. No. 1).

1.17. The Committee would like that the movement of such high-rated non-essential commodities at present are accorded a priority higher than that given to essential commodities should be kept under observation at Divisional and Zonal levels. Where their movement is likely to hinder the free movement of essential commodities or to affect adversely the interests of producers and consumers of essential commodities, the Railways should be in a position to alter the priorities in favour of essential commodities without delay. (S. No. 2).

1.18. The Committee agree with the view expressed in the context of the position in Eastern region that priorities should also be related to regional requirements. Limitation, according to Chairman (Railway Board) is not necessarily of priority but of overall carrying capacity. It is precisely because of limitation in overall capacity that the need for inter se priority arises. The Committee feel that the peculiar and pressing problems of various regions should also be taken into consideration while determining priorities and whenever found necessary, priorities for movement of essential commodities to or within a particular region should also be laid down to meet the urgent demands of the region consistent with the priorities at national level and highest priority should be given to the essential commodities as foodgrains, edible oils, sugar etc. (S. No. 3)

PUBLICITY OF SYSTEM OF ALLOTMENT OF WAGONS

1.19. It has been suggested by a non-official that adequate publicity should be given by the Railways to the policy and procedure for allotment of wagons for various commodities and to various destinations. The Chairman (Railway Board) stated during evidence that Railways were in contact with members of commerce and local merchants and keep them informed of the various aspects of freight movement. He, however agreed to give general publicity the system and procedure of freight traffic.

1.20. The Committee consider it very necessary that wide publicity should be given from time to time to the system of allotment of wagons and priorities accorded to movement of various commodities (Particularly Essential Commodities) and traffic restrictions in various parts of the country for the benefit of the traders and the public. They would like the Railways to step up their publicity to keep the trade and industry posted with all developments on this point from time to time. (S. No. 4)

CHAPTER II

MOVEMENT OF ESSENTIAL COMMODITIES

2.1 At present there are 65 Commodities declared as essential under the Essential Commodities Act, 1955. A list of the Essential Commodities under the Act is given in Appendix I.

2.2 The Ministry of Railways (Railway Board) have stated that out of 65 Essential Commodities under the Essential Commodities Act 1955, 29 commodities shown in Appendix II are generally moved by Rail. Out of these, date of movement on All India basis is maintained in respect of 15 commodities. The loading of these 15 Essential Commodities during the last five year is given below:—

NUMBER OF WAGONS LOADED WITH THE COMMODITIES DURING THE LAST FIVE YEARS (IN TERMS OF FOUR WHEELERS)

BROAD GAUGE

Sl. No.	Commodity	1975-76	1976-77	1977-78	1978-79	1979-80
1	2	3	4	5	6	7
1.	Foodgrains (Grains and Pulses)	521707	579178	653476	490775	551820
2.	Oil seeds	25815	23460	16843	17429	16839
3.	Cotton Raw	10230	7932	6707	8143	9153
4.	Jute Raw	22133	25203	21655	14387	14748
5.	Fodder	99547	95959	83067	82809	83622
6.	Coal & Coke	2726109	1852794	2945191	2732014	2669715
7.	Mineral oil	488235	513913	544105	544938	550408
8.	Sugar	56954	49128	37814	42178	33400
9.	Cotton Manufactured	3347	1549	1584	1008	291
10.	Jute Manufactured	18823	12985	10898	11546	14986
11.	Cement	365272	428960	402954	357506	276196
12.	Iron & Steel	457132	531141	487474	467822	440339
13.	Salt	53745	51091	56816	56511	62237
14.	Tea	3068	3269	2593	2356	1654
15.	Chemical manure	242713	241176	251964	276488	262831

METRE GAUGE

1	2	3	4	5	6	7
1. Foodgrains (grains & Pulses) . . .	186131	274131	243583	205075	211709	
2. Oil Seeds . . .	30332	34649	26930	26363	29411	
3. Cotton Raw . . .	10513	10356	6885	9199	10517	
4. Jute Raw . . .	43304	35791	34860	31815	30433	
5. Fodder . . .	16663	14501	15856	15550	18663	
6. Coal & Coke . . .	10508	11805	12579	17230	14857	
7. Mineral Oil . . .	202084	200173	204541	202197	195011	
8. Sugar . . .	45826	38099	36827	32387	22247	
9. Cotton manufactured . . .	134	165	620	291	300	
10. Jute manufactured . . .	3705	2758	1091	1996	2045	
11. Cement . . .	190649	221213	229274	226191	182811	
12. Iron & Steel . . .	11515	18690	9642	7771	6653	
13. Salt . . .	95933	101618	98287	86322	80523	
14. Tea . . .	8075	8428	7161	6591	6122	
15. Chemical manure . . .	85633	115657	122687	111933	112627	

2.3 As regards total requirement and availability of wagons for essential commodities, the Ministry have stated that commodity-wise outstanding demand of wagons is not maintained on All India basis on the railway system. Each zonal railway keeps record of loading and outstanding demands of the commodities which are important to that zonal system.

2.4 Out of the 65 items notified in the list of essential commodities under the Essential Commodities Act, 1955, specific targets for movement fixed only in respect of the following commodities:

- (i) Coal
- (ii) Iron and Steel from Steel Plants
- (iii) Petroleum and Petroleum Products
- (iv) Foodgrains
- (v) Fertilizers
- (vi) Cement

The remaining commodities are covered in the targets fixed under the head 'Other General Goods'.

2.5 The targets for the originating revenue earning traffic which includes the commodities mentioned above are decided upon in consultation with the Planning Commission. These targets are fixed on the basis of projects given by the concerned Ministries, past performance as also the capacity available with the Railways for handling of traffic. The quantum of traffic carried in respect of commo-

ties mentioned above and other commodities covered under 'Other General Goods' during the years 1975-76 to 1979-80 is given below:—

Commodities	Statement Showing the Revenue Earning Tonnage Lifted During the last Five Years									
	(In million tonnes)									
	1975-76		1976-77		1977-78		1978-79		1979-80	
	Target	Actual	Target	Actual	Target	Actual	Target	Actual	Target	Actual
1. Coal	58.50	64.31	68.30	67.43	70.00	69.16	66.50	64.18	62.00	62.04
2. Iron & Steel from steel plants	7.50	7.73	8.20	9.88	9.30	9.00	8.65	8.26	7.20	7.19
3. Foodgrains	15.50	16.18	15.50	19.96	19.60	19.44	17.30	16.70	18.50	18.36
4. Petroleum & Petroleum Products	11.00	11.66	11.70	12.40	13.00	13.06	14.55	14.30	14.20	14.24
5. Fertilizers	6.20	7.17	6.50	7.78	7.80	8.21	8.75	8.58	8.20	8.22
6. Cement	12.00	11.60	12.50	13.70	13.70	13.60	12.80	12.31	10.50	10.02
7. Other general goods	47.50	46.90	49.00	48.34	47.00	45.51	44.00	43.49	43.00	42.98
TOTAL	158.20	165.55	171.70	179.49	180.40	177.98	172.55	167.74	163.60	163.05

2.6 According to the Ministry of Railways (Railway Board) during the years 1975-76 to 1st half of the 1977-78 the performance of the Railways showed an improving trend. Since November, 1977 onwards, however, the performance has been affected by various factors, the major ones being as under:—

- (i) Unprecedented cyclones on the east and west coasts which affected the States of Tamil Nadu, Andhra Pradesh and Kerala during the month of November, 1977 and had an adverse affect on three Railways viz., Southern, South Central and South Eastern. As a result of this, the traffic was disrupted extensively and had to be regulated on other Railways. The year 1978-79 was affected from the very beginning on account of unprecedented heavy rains and floods, extensive breaches, sinkage of tracks, hill slips, etc. During the months of July to October, 1978, rail operations received a severe setback on this account on as many as five of the nine zonal Railways. Nearly 35,000 wagons, most of them loaded, remained immobilised in the Eastern Sector.
- (ii) Immobilisation of wagons due to strike in ports during the year 1978-79.
- (iii) Public agitations in Marathawada and Bihar during 1978-79.
- (iv) Extensive power cuts in various States during the year 1979-80, affected not only the industrial production but also the Railways' own working.
- (v) Sporadic civil agitations and deterioration in the law and order situation in some States particularly in N.E. States.
- (vi) Strike in ports, occasional stoppage of work in oil installations and some of the iron ore mines, and agitations as well as work-stoppage by the category-wise and unrecognised groups of railwaymen in the Eastern Sector.

2.7 The Ministry of Railways (Railway Board) have stated that to ensure that adequate wagon supply is available for movement of essential commodities, Railways have issued a Preferential Traffic Schedule which lays down the inter-se priority in the movement of commodities offered to the Railways. Apart from this, to expedite the movement of essential commodities, their priorities are temporarily upgraded whenever occasion demands. The State Governments and certain corporations have also been given powers to sponsor the movement of essential commodities. The Railways also

arrange for ad-hoc movements to meet urgent requirements. Commodity quotas are also fixed to ensure optimum movement of essential commodities.

Coal

2.8 According to the Railway Board loading target for coal was always taken as about 10,000 wagons per day although it was known that loading at a rate of 9700—9800 wagons per day would have to met the requirements of coal in full for priority consumers and also at a satisfactory level for other consumers.

2.9 Actual loading with consumer-wise break-up for important sectors has been as follows during the last five years:—

Years	Total	Cement	Textile	Power Houses	Steel
1976-77 .	9448	540	214	2440	1639
1977-78 .	9731	570	234	2547	1677
1978-79 .	9043	542	189	2578	1572
1979-80 .	8830	452	140	2871	1523
1980-81 (April-Oct) .	8525	437	114	2981	1436

2.10 According to the Ministry of Railways there has been a shortfall in meeting the requirement of coal to almost all sectors due to overall drop in loading of coal. The main reasons for a decrease in the rate of loading of coal were—

- (i) sickness of a large number of wagons over the Indian Railway system;
- (ii) deterioration in the movement of freight traffic on Indian Railways due to a variety of factors including unsatisfactory law and order situation in certain areas, industrial relation problems in some parts of the railways, agitations and go-slow activities by railway staff especially in Jharia and Raniganj area;
- (iii) Interruptions in power supply in vital railway installations for maintenance of wagons, formation of trains etc. particularly in the eastern region; and
- (iv) unsatisfactory performance of bulk users of railway wagons like ports, steel plants etc. resulting in hold up of a large number of wagons in their premises than what was justified by wagons handling etc.

Requirements of Coal India Ltd.

2.11 In a memorandum to the Committee Coal India Ltd., has stated that the requirement of coal is growing every year and is likely to be of the order of 20,000 wagons/day by 1984-85. It is, therefore, essential that coal receives special attention for allotment of wagons and movement by Railways.

2.12 The Ministry of Railways have stated in January, 1981 that department of coal in a recent communication have indicated their requirement of wagons in various coal-fields as 9840 wagons per day. The wagon availability at present is more than their demand in Singareni collieries and Pench/Chanda/Umrer coalfields. The Railways are also meeting in full the programme given by the Department of Coal for loading of coal from Korea/Rewa and Korba spheres of Western Coalfields and Karanpura area of Central Coalfields Ltd. In Singrauli area of Central Coalfields Ltd., loading is less than the Railway's potential. In Jharia and Raniganj fields, however, there is some shortfall due to Railway's inability to meet their wagon requirement in full. But action has already been initiated to step up wagon supplies in these two areas, which it is hoped, will materialise shortly.

2.13 Railways, it is stated, will take necessary action to develop facilities in the coal loading areas as well as in the trunk routes over which those wagons will pass when coal loading may go upto 20,000 wagons a day in 1984-85. The present rate of loading of coal including from collieries under Coal India Ltd., is about 9600 wagons a day.

2.14 As regards meeting the anticipated demand of Coal in 1984-85, the Chairman (Railway Board) stated during evidence that "we hope to keep pace with the demand for coal and be able to come up because by 1984-85 we would have got our high capacity wagons and high capacity trains and even if the demand goes up then also on the whole we feel confident that we will be able to lift the coal that is offered." He further stated that Railways could not lift coal from small collieries. The Coal had to be at the rail head and not at pit head. They had written to the Secretaries of the Ministries concerned to define where the coal was to be lifted from.

2.15 Dealing with quantum of coal traffic in the current year the Chairman (Railway Board) stated during evidence that as against the average of 8400 wagons which were lifted in the first seven months of 1980-81, Railways were prepared to lift 11,000 wagons per day from February, 1981.

2.16 As regards coordination between Coal India Ltd. and the Railways, the Chairman (Railway Board) stated during evidence that both these organisations were working jointly. Secretary (Steel) and Secretary (Coal) have agreed at the suggestion of Chairman (Railway Board) that their organisations and the Railways should set up joint teams which will meet daily in certain headquarters areas, say for Singareni coal fields in Secunderabad, for Raniganj in Asansol, and for Jharia in Dhanbad, which will review everyday the day to day's performance (i.e. performance 2 day's back) (to know) as to what has gone wrong, so that there is unified effort to move coal freely.

2.17. Some State Governments have represented to the Committee regarding short supply of coal. The Government of Himachal Pradesh have stated that against their annual allotment of coal for domestic use in terms of wagons, the actual receipt was 30 per cent in 1978 and 40 per cent in 1979. According to the Delhi Administration the receipt of coal wagons in the Union Territory of Delhi has been less than the prescribed quotas to the extent of 40 per cent to 50 per cent in case of soft coke, 55 per cent to 66 per cent in case of steam coal and hard coke and 100 per cent in case of slack coal. It has also been represented to the Committee by a Merchants' Chamber, that no priority is accorded to the requirements of medium and small Industries and allotments are being made only if the wagon are available after priority demands are met. They have suggested that the movement of steam coal which small industrial consumers were getting supplied through depot holders under Small Scale Industry class and of hard coke and a soft coke used as fuel by domestic consumers should not be neglected.

2.18. Ministry have stated that the overall demand for coal in the country is for in excess of the availability. In the matter of distribution of coal, consumers like steel plants, thermal power houses, cement plants, fertiliser industries, chemical industries are given higher priority as compared to other general industries. Other industries and various small scale industries enjoy comparatively lower priority. After meeting the requirement of the priority industries, what is left is enough only to meet the requirement of other consumers upto 15 to 30 per cent of their demand.

2.19. The overall level of loading of coal having remained low for the last one year or so, it was not possible to supply adequate quantity of coal for the cement, textile and other industries, whose priority was considered just below the priority accorded to movement of coal.

to thermal power stations. But all efforts were made to meet their requirement at as high a rate as possible, although this resulted in very meagre supply to other small scale industries and for domestic use.

2.20. As regards the distribution of soft coke into Delhi it has been stated that Delhi has always been accorded the highest priority. During the month of December 1980, Delhi received about 1500 wagons of hard coke and soft coke as against only 650 wagons of soft coke and hard coke received in October and November, 1980.

2.21. In a memorandum furnished to the Committee by the Government of West Bengal it has been stated that in the case of soft coke the Railways are committed to provide 24 rakes a month for this State but due to non-availability of soft coke as well as operational difficulties on the Railways they get just about 7 rakes a month for the last several years. This State would like that soft coke should move by rail at least to the extent of 12 rakes a month.

2.22. In regard to movement of soft soke to West Bengal, the Ministry of Railways have stated that the Railways have always been meeting the requirement of wagons in full for movement of soft soke by rail from the national sources. It is due to inadequate availability of soft soke for movement by rail that the actual movement has been less than the programme.

2.23. The procedure of booking of wagon for coal also require a thorough review as at present it is a cumbersome and time consuming process. Government of Himachal Pradesh have also represented that procedure for placement of indents for wagon envisages approval of the Railways at least at 3 stages i.e. at the time of submission of annual programme, consent to the annual programme, then sanctioning of wagons and finally placement of wagons. This not only leads to harrassment of the state nominee but also to various delays. It has been further stated by the State Government that for movement of coal meant for domestic consumption on Kalka-Simla section since 1940, there was efficient and quick system of movement i.e. "regardless of indent, system" under which the coal agent could book 5 wagons every day without placing indents on the Railways. This system was abolished in July, 1978 and thereafter this Pradesh has been in severe grip of coal crisis from time to time.

2.24. In a written reply the Ministry of Railways have stated that the present procedure of sponsorship for movement of coal by rail has been laid down in order to ensure that coal moved by rail rea-

ches the genuine consumer. The observance of the procedure laid down will involve some time lag as well as difficulties to those who do not follow it correctly. Movement of coal regardless of indent for one or two States will amount to discrimination between various States in the matter of distribution of coal. It has, therefore, been discontinued, as it will cause complaints from them.

2.25. During evidence the Chairman, Railway Board assured that "I will depute an officer from the Northern Railway to Himachal Pradesh and find out what exactly are the local problems."

Foodgrains

2.26. In a memorandum submitted by Food Corporation of India it has been stated that the procurement of foodgrains has increased considerably during past few years but the capacity of railways has not increased correspondingly. Every year for want of transportation facilities stocks are being accumulated in the procuring States like Punjab, Haryana, U.P. and Andhra Pradesh which account for 80 per cent of total movement.

2.27. It has been further stated that wagon supply in the North Western States of Punjab, Haryana, Uttar Pradesh and Rajasthan should be increased. Loading and unloading facilities on branch lines and on main lines should also be increased and various loading and unloading points should be provided with adequate staff in order to supervise the loading and unloading work.

2.28. In a written reply the Ministry of Railways have stated that the tentative estimates for movement of foodgrains from Punjab and Haryana, as given by the Department of Food were of the order of 3 lakh tonnes per month by the end of 6th Five Year Plan i.e. 1984-85. On the basis of this estimate Railway has initiated programme for development of facilities at the terminals as well as for line capacity. The Railways are quite confident that once these facilities are fully developed within the next 2 years, total movement of over 3 lakh tonnes per month will be possible from the States of Punjab and Haryana.

2.29. Even at present, with considerable efforts and at the cost of other traffic Railways have stepped up the movement of sponsored foodgrains from Punjab and Haryana. Movement of over 8 lakh tonnes from Northern Railway was done during the months of April, May, September and December, 1980.

2.30. The facilities which are being developed on the Northern Railway will take care of loading from most of the branch lines. In certain cases, however, the development of branch lines will be a very costly proposition. To that extent, Food Corporation of India has been told to develop their future godown capacity in consultation with the Railways and be prepared to undertake marginal road movements to bring their stocks to the main line stations. Even at present, they have been advised that the Railways can take over their entire movement to Delhi, which is at present by road, and the same diesel can be utilised by them to move the stocks from the godowns on the branch lines to stations on the main lines. The F.C.I. have agreed to this, and it will help clearance of those stocks.

2.31. The Food Corporation of India have also brought to the notice of the Committee some important movement bottlenecks in the States like Assam, N.F. Region, Orissa, Bihar.

Area/State	Movement bottlenecks
(i) Assam/N.E.F.	(a) Transshipment. (b) Difficulties of movement by all MG route, being single line sections on the North East Railway and N.F. Railways.
(ii) Orissa (Eastern Part)	Lack of handling facilities for rakes, resulting in inadequate movement to certain places.
(iii) Bihar	Transshipment via Garhara.

3.32. In their reply the Ministry of Railways have stated that movement to different regions was however affected due to various factors. The movement of foodgrains to Assam and North Eastern States was affected due to continued civil disturbances. Because of conditions of drought the requirement of Assam and other North Eastern States were much above the normal and this compounded with the civil agitation over-taxed the Railway's movement capacity at the transshipment points. The existing facilities on the N.F. Railway are adequate for meeting the demands of normal traffic.

2.33. In Orissa the foodgrains move mainly in block rakes from single point to a single point destination. Block rake handling facilities are provided at selected terminals and not at all the railway stations, yards and goods sheds. The retail distribution is to be done from the main foodgrains receiving terminal. Only when foodgrains

rakes were booked to stations where adequate siding facilities were not available, that the problem of timely unloading of wagons was felt. To ensure uninterrupted flow of foodgrains, clubbing up to two or more point destination stations was also permitted.

2.34. In Bihar the movement of foodgrains for North Bihar via Garhara transshipment point had to be controlled to match the available capacity which was also affected as a result of the civil agitation in Assam. M.G. wagons required at Garhara for transshipment come mainly from N.F. Railway. This stream was hampered because of the continued agitation.

2.35. Explaining the measures taken to improve the position the Ministry have stated that sizeable M.G. portions of North Eastern Railway are being converted from M.G. to B.G. Several line capacity, work are also in hand to improve the total transport capacity via Farakka for North Bengal and North Eastern States. The B.G. line on the N.F. Railway is being extended from New Bongaigaon to Gauhati. There are further proposals to convert the M.G. track from Gauhati to Dibrugarh to B.G. in phases. All this will considerably improve the movement capacity of the N.F. Railway.

2.36 In a memorandum to the Committee the Government of West Bengal stated (Dec. 1980) that the State required at least 2.5 lakh metric tonnes of foodgrains (Rice and Wheat) per month through Food Corporation of India for distribution through public distribution system. The actual arrival has been all round poor. For the last ten months average arrival of foodgrains has been 1.7 lakh metric tonnes. In a written reply the Ministry of Railways have stated that the movement of foodgrains and sugar is done in the basis of a programme jointly drawn by the department of Food/Food Corporation of India and the Railways. Because of condition of drought in several eastern states such as Bihar, West Bengal, Orissa, Madhya Pradesh, Assam and other North-Eastern States, foodgrains had to be rushed to these states to ensure adequate supplies for public distribution system. The present programme for movement of foodgrains to West Bengal is about 2 lakh tonnes per month. The actual movement has

been, more or less, as per this programme during the last three months as will be seen from the figures below:—

Month 1980	Foodgrains (thousand tonnes)
April	176
May	166
June	157
July	169
August	204
September	219
October	199
November	192
December	243

Cement

2.37. In a memorandum submitted by the Government of Himachal Pradesh it has been stated that the state of Himachal Pradesh is being allotted cement from various factories in the country like Tilda, Sowaimadhopur, Chhatinad etc. The allocation of the State is not high to encourage rake movement. Therefore, due to non-supply of wagons at the factory, our allocations from these factories frequently lapsed and consequently the entire work of development infrastructure for the economy is suffering.

2.38. In a written reply, the Ministry of Railways (Railway Board) have stated that movement of cement to Himachal Pradesh is linked from the cement factories situated in Rajasthan, Haryana, Madhya Pradesh and Himachal Pradesh. Allocations during the 3rd and 4th Quarters of 1980 were 34,200 and 27,700 tonnes respectively against the State quota. In addition cement also moves for Central Government projects in the State.

2.39. The quantity of cement moved to Himachal Pradesh during the 3rd and 4th Quarter of 1980 has been upto the extent of 70 per cent and 53 per cent (upto November) respectively.

2.40. Despatches of cement to individual States/parties are entirely controlled by the Cement Controller according to a programme and priorities. Railways provide the daily agreed number of wagons to each cement factory as mutually agreed in consultation with the

Cement Controller. Due to power cuts some of the factories in Rajasthan stopped production and no despatches could be effected from Rajasthan cement factories to Himachal Pradesh. Movement of cement in block rakes is being restored to in order to improve loading and supply of cement and bring down its turn-round. However, movement of cement in piecemeal is not banned and is being loaded to meet the requirement of consigners/destinations who cannot take rake loads.

2.41. In a memorandum the Government of Karnataka have stated that facilities provided for transportation of cement are inadequate and due to frequent restrictions on transport by Railways, supply of cement is being dislocated. At least in major stations weighing facilities should be provided.

2.42. In their reply the Ministry of Railways have stated that cement for Karnataka State has been linked from the cement factories situated in Karnataka and Tamilnadu States. Allocation for the 3rd and 4th quarter/1980 was 2,18,000 and 2,11,000 tonnes respectively against the State quota. In addition cement also moves for Central Government Projects in the Karnataka State. The movement level during the 3rd and 4th Quarter of 1980 has been satisfactory and demands have been met to the extent of 104 per cent and 105 per cent.

2.43. There is no restriction on movement of cement to Karnataka State. However, to have free movement, and to avoid hold up of wagons at transshipment points or the terminals loading of goods traffic including cement is restricted occasionally on a particular section. But these restrictions are imposed as a temporary phase and withdrawn as soon as not absolutely necessary.

2.44. In a memorandum submitted by a merchants' chamber it has been stated that there is difficulty in case of movement of cement which is quite often allotted to consumers for cement factories located in Southern India having locations on the M.G. Routes. Such traffic is unduly delayed in transit points on account of bottleneck caused on certain M.G. sections and also the transshipment points.

2.45. In a written reply the Ministry of Railways (Railway Board) have stated that cement factories located on the Metre Gauge railway system of Southern India are mainly linked to destinations on the M.G. railways/system itself and that too in the Southern States of Kerala, Tamilnadu, Karnataka, Andhra Pradesh and some parts of Maharashtra. Since the movement from these factories

is no all Metre Gauge routes, there are no major bottlenecks except occasional operating restrictions due to congestions either enroute or at the terminals.

Salt

2.46. The Ministry of Railways have stated that the requirement of edible salt for different states is assessed by the Salt Commissioner based on population. The quota for loading of edible salt from different stations is fixed by the salt Department in consultation with Railways. The Ministry have furnished the following figures regarding average daily indents and loading of wagons for movement of salt from different Railways during the last five years.

Year	BG		(in terms of MG four wheeler wagons)	
	Indent	Ldg.	Indent	Ldg.
1976	141	141	276	270
1977	160	154	287	268
1978	183	157	297	235
1979	184	171	264	215
1980 (upto October)	164	134	253	219

2.47. In a memorandum to the Committee the Government of Himachal Pradesh have stated that the movement of Iodised salt to Himachal Pradesh is highly unsatisfactory and cumbersome. As against allotment of 1445 wagons in 1979 the actual receipt was 443 wagons and against allotment of 803 wagons in 1980 (upto June) the actual receipt was 245 wagons. According to the Ministry of Railways as against quota of 24,000 tonnes of Iodised Salt in 1979 the actual despatches were 12.3 thousand tonnes and in 1980 as against the quota of 24 thousand tonnes the actual despatches were 11.7 thousand tonnes. The shortfall in despatches has been due to lack of indents.

2.48. In a memorandum from a Chamber of Commerce it has been stated that as against a quota of 103 wagons per month for movement of salt from Kakinada Port, the actual availability was not even 10 per cent of the quota. The Ministry of Railways have stated that due to lack of indents the monthly loading of the zonal salt from May to September was about 31 wagons as against the quota of 103 wagons.

2.49. In a memorandum the Government of Assam have stated that in case of movement salt only 75 per cent of the demand could be met by the Railways.

2.50. The Ministry of Railways have stated that the movement of edible salt for North-Eastern States for 1979 and 1980 are as follows:—

States	1979		1980		
	Quota	Movement	Quota	Movement	
Common Salt	Assam	125.0	102.1	132.6	129.3
	Tripura, Meghalaya, Mizoram and Sikkim	24.7	23.9	25.6	28.8
Iodised Salt	Manipur, Arunachal Pradesh & Nagaland	15.5	10.1	16.2	16.1

2.51. The shortfall in despatches to Assam during 1979 was due to lack of indents. At the end of 1979 there were only 26 indents pending with Railways for movement of salt to Assam. The marginal shortfall in despatches during 1980 has been due to lack of indents during January and February 1980 and also due to the disturbed conditions in the State. The demands for other States like Tripura, Meghalaya, Mizoram, Sikkim were met in full during 1979 and the movement was more than the quota during 1980. Iodised salt for human consumption for Nagaland, Manipur and Arunachal Pradesh was moved under priority 'B' currently. The shortfall in the movement of iodised salt during 1979 has been mainly due to lack of indents at the forwarding stations.

2.52. It was pointed out during evidence that huge stock of salt had piled up in Tuticorin for want of wagons. The Chairman, Railway Board stated (Jan., 1981) that currently they were dealing with more important crucial sectors like fertilizers, foodgrains, cement and all that whatever wagons were left over they moved salt. But there was a slight lagging behind which would pickup as soon as the arrears of other vital items were cleared.

2.53. It was pointed out that the railway wagons were being allotted only to the licensed holders who were producing annually 4 lakh tonnes. But now the unlicensed salt producers producing 12 lakh tonnes annually had also been made eligible for the quota of railway wagons. In proportion with the increased turn-over of salt, eligible for the quota of railway wagons, the number of wagons had

not gone up. Still the same number of wagons which were allotted for carrying 4 lakhs tonnes were being allotted for carrying 16 lakh tonnes. The Chairman Railway Board stated that it was not possible to increase the quota which was given by the salt controller, who was an independent agency.

Fertilizers

2.54. It has been stated in a memorandum furnished by Food Corporation of India that with regard to movement of fertilizers, quotas for wagon supply have been fixed for various Ports but Railways are not in a position to supply wagons as per quota fixed to meet the demand in full in view of shortage of covered wagons. This results in warf at ports and godowns at ports and port sheds get checked and the discharge from the vessels slowed down and heavy demmorage are incurred by Food Corporation of India for detaining the vessels. Lately this problem has become acute at Madras and few other ports. It has also been represented by the Government of Karnataka that difficulty is being experienced in transportation of fertilizers from ports.

2.55. In a written reply the Ministry of Railways (Railway Board) stated that the quotas fixed for clearance of fertiliser from different ports do not represent the loading targets but the potential for loading provided all conditions are ideal. The circumstances upon which the loading depends are availability of material, adequate arrangements for bagging, adequate labour for handling, adequate demand for wagon for free destinations, adequate releases at terminals and the availability of wagons. If the quotas fixed for various ports were to represent the actual loading targets the quantity to be moved will be much more than planned for. For example, during the current period, the monthly target for clearance is 2.75 lakh tonnes or roughly 320 BG and 40 MG wagons per day. Against this, the quotas given to different ports add upto 530 BG and 105 MG wagons. A loading of this order will give a clearance of 4.5 lakh tonnes, i.e. nearly double than the clearance planned for.

2.56. To ensure prompt and adequate clearance of imported fertilizer, the traffic programmed for by the Department of Agriculture is moved in priority 'B', which is next only to the priority given for operational moves on behalf of the Ministry of Defence.

2.57. Loading of imported fertilizer from various ports got hampered for a variety of reasons. Such as labour difficulties, begging difficulties, difficulties in loading and unloading of wagons in the port

areas and availability of wagons. At Kandla, Food Corporation of India labour was observing "Go Slow". This resulted in heavy stagnation of inward traffic and poor clearance of fertiliser from this port. At Bombay, loading has been less for want of adequate indents at inland depots like Wadi Bunder and Carnac Bridge. At Calcutta port, the loading has been less due to failure of the loading agencies to organise block rake loading. Loading from Vizag has been less as preference was given to clearance of coking coal required by the Steel plants. Loading had also to be controlled occasionally as it was concentrated only for the States of Punjab, Haryana, U.P. and Bihar where the releases were not matching the rate of loading. In Madras there has been heavy detention to wagons supplied for clearance of imported fertilizers. The present position, however is that accumulated fertilizer both at Madras and Tuticorin has been cleared.

2.58. In an article (November, 1980) it has been stated that the Bihar has made frantic appeal to the railways to make available an adequate number of wagons for transporting the much needed fertilizers earmarked for the State which have been lying at the ports of Haldia, Paradip and Bombay.

2.59. In a written reply the Ministry of Railways (Railway Board) have stated that for the present Kharif season, the requirement of Urea for Bihar was to be met from indigenous sources. For a variety of reasons, the production in the fertiliser factories such as Namrup, Barauni and Sindri was much below the expectations. Bihar State was, therefore, given additional allocation from the imported fertilizers. To cope with the abnormal situation, movement of additional quantity of fertiliser was organised from Haldia, Paradeep and Bombay. As on 10th December, 1980, except at Paradeep, all the outstanding demands for movement of fertiliser for Bihar were fully met with. At Paradeep also, the outstanding demand was only for restricted destinations i.e. Narayanpur Anant and *via* Garhara for which loading had been controlled due to difficulty at the terminals or at the transshipment point on account of non-release and slow removals.

2.60. The movement of fertiliser is done as per the allocation under the Essential Commodities Act. It is done on the basis of a programme jointly drawn by the Department of Agriculture and the Ministry of Railways. Demand of different sectors varies from year to year and season to season. Information about loading of fertiliser

state-wise is not maintained on the Railways. However the total loading of fertiliser during the last 5 years has been as under:—

Year	(In terms of 4-Wheeler Wagons)	
	Metre Gauge	Metre Gauge
1976-77	2,41,176	1,15,657
1977-78	2,51,964	1,22,687
1978-79	2,76,488	1,11,933
1979-80	2,62,831	1,12,627
1980-81 (up to Nov.)	1,53,836	54,520

2.61. The actual loading, more or less, represents the demand also. This is a programmed traffic and the demand for the same is placed on day-to-day basis. The unsatisfied demand at the end of the day lapses and is included in the demands placed on next day.

2.62. During evidence (30 January, 1981) Chairman, Railway Board stated, "we have moved fertilizers now in a big way in the last 50 or 60 days. Last week the position in Madras was that there was a stock of only 800 tonnes."

2.63. The witness added that "we have been able to tackle the problem of carrying fertilizer about 3½ lakh tonnes of fertilizers, imported one, having come on the high seas, had been laying at the ports in the rabi season. We have tackled this problem. There might have been an impression that fertilizer was not going to be moved. I am glad to report that Punjab and Harayan are everstocked with fertilizers as on date. They have much more than they require for the rabi season. Bihar is completed, Andhra Pradesh is completed, Uttar Pradesh, which is another consuming centre will be completed by 31st January. By and large, there will be no shortage of fertilizers. We have tackled the problem of fertilizers lying at the port and not going into the interior."

Edible Oils

2.64. In a memorandum it has been stated that the oil trade in Andhra Pradesh has been finding persistently unsatisfactory allotment of wagons and tank wagons for transportation of ground nut oil to Calcutta area and eastern region.

2.65. In a written reply the Ministry of Railways (Railway Board) have stated the demand of the oil trade in Andhra Pradesh for movement of vegetable oil in tank wagons to various consuming centres including eastern region is in piecemeal. There is inherent wastage

of tank wagons when loaded piecemeal as this system affects the turn-round of tank wagons and causes serious problems of movement and supply with the result sufficient wagons cannot be made available to load such traffic. The Railways prefer movement of vegetable oil and other traffic in rakes. And if advance forecast is given, necessary assistance by way of empty tank wagon rakes on a programmed basis are supplied. It has often been observed that when tank wagon rake/half rake is supplied on the basis of pending indents, the trade is unable to load the same and a number of indents are cancelled by them, and rail transport capacity is thus wasted.

2.66. Andhra Pradesh is served by S.C. Railway but doading in tank wagons; exclusively for Calcutta is not maintained. The figures of indents, loading, outstanding registration and the oldest date of registration on S.C. Railway are given below for the last 5 years.

	Total Indents	Loading	Outstanding at the end of the year	Oldest date of registration
1976-77	3595	3257	11	28-3-77
1977-78	2891	2335	16	25-3-78
1978-79	4601	2675	338	28-3-79
1979-80	5507	2032	155	4-3-80
1980-81 (upto 25/12)	2718	1289	141	5-8-80

The outstanding registration for destinations on E. Rly. were only 8 in December, 1980.

2.67. Movement to North Eastern Region being difficult the same is controlled by quotas. Traffic from Andhra Pradesh is cleared within this quota subject to observation of operational restrictions. As and when requests for *ad-hoc* assistance are received the same are also examined sympathetically. No difficulty is, however, anticipated in clearing ground nut oil traffic to Calcutta and North Eastern region.

Sugar

2.68. In a memorandum the Government of West Bengal have stated that the position regarding the allotment and arrival of levy sugar in West Bengal during the period December, 1979 to April, 1980 was as follows:—

Month	Allotment	Arrival
December, 79;	8109 MT	Nil
January, 80	21994 MT	Nil
February, 80	22015 MT	7811 MT
March, 80	22018 MT	22466 MT
April, 80	22018 MT	24534 MT
. TOTAL	96154 MT	54811 MT

2.69. According to the State Government "it is very clear that levy sugar allotted in December, 1979 reached West Bengal in Feb., 1980 obviously, due to the failure of Railways Ministry to provide necessary transport."

2.70. In a written reply the Ministry of Railways (Railway Board) have stated that "the bulk of the levy sugar demand for West Bengal is met by the sugar factories in Maharashtra. While the allotment of sugar to the various states was made in December, 1979, the sugar factories began placing indents for wagons only towards the last period of January, 1980. The demand was scattered at several stations booked to multi-destinations. In the absence of block rake indents, the time taken for wagons from loading until receipt at destinations was inevitably longer than if they had been loaded in block loads. As a consequence, levy sugar allotted to West Bengal in December, 1979 moved only towards the end of January, 1980 due to late placement of indents by the sugar factories and arrived destinations only in February, 1980.

2.71. The month-wise loading and pending demands of levy sugar to West Bengal from December, 1979 to April, 1980 is indicated below:—

Month	Broad Gauge			Metre Gauge			Narrow Gauge		
	Ldgo ££ (In Wagons)	Pdg.** date of registra- tion	Oldest date of registra- tion	Ldgo	Pg** Dmd. date of registration (In Wagons)	Oldest date of registra- tion	Ldg**	Pdg** Dmd. date of registration (In Wagons)	Oldest date of registra- tion
Dec., 79	..	..	..	..	..	..	..	..	..
Jan., 80;	382	17	25-1-80	119	4	17-1-80			
Feb., 80	946	75	15-2-80	42	86	24-2-80	..		
March, 80	1390	124	20-3-80	125	37	10-3-80	152		
April, 80	632	118	10-4-80	58	125	20-3-80	118	..	..

2.72. In a memorandum submitted to the Estimates Committee it has been stated that "the present system of allotment of wagons to the sugar factories leaves much to be desired. Though sugar is classified under Category 'C', wagon indented by the sugar factory are not allotted by the Railways for several days on end. When indents are made for several wagons factories are not able to get all the wagons at one time because of the piecemeal allotment made by the Railways. Since the rates of sugar are governed by the Release Orders issued by the Central Government, any delay or the allotment in piece-meal results in the lapse of a part of the released quota and the necessity for getting the Released Orders revalidated from time to time by the Central Government.

2.73. In their reply the Ministry of Railways have stated that allotment of wagons is made on the basis of the seniority of indents and the priority accorded for movement under the Preferential Traffic Schedule issued by the Railway Board. In order to ensure preference in the allotment of wagons, levy sugar which had earlier been moving under priority 'C' was upgraded with effect from 6th March, 1980 to 'B' which is the highest priority accorded for traffic other than military traffic. The Railways make all efforts to meet the demand of sugar particularly levy sugar in full.

Essential Commodities

2.74 The Committee find that 65 commodities have been declared 'essential' under the Essential Commodities Act, 1955, 29 of such Commodities generally move by rail and out of these 29 Commodities, only in respect of 15 commodities, record of movement on all

*Loading
**Pending Demands

India basis is being maintained by the Ministry of Railways (Railway Board). Even in respect of these 15 Commodities the Ministry of Railways (Railway Board) maintain at Central level only figures of wagons loaded; they do not have commodity-wise information about the wagons actually required for each of the 15 Commodities or the indents outstanding at a particular time. The Committee are surprised how in the absence of this vital information at the apex level, the Railway Board can effectively coordinate and monitor the timely movement of these essential commodities. The Committee would like that a record of the total requirements, total loadings and total outstandings of wagons for movement of essential Commodities, which move in bulk, should be collected, collated and analysed at the Board level in the interest of a better appreciation of the problem and better utilisation of wagon stock. (Sl. No. 5)

2.75. The figures regarding the number of wagons loaded with these 15 Commodities during the year 1975-76 to 1979-80 show a declining trend in loading in the case of most of these commodities viz. foodgrains (Grain and Pulses), Oil Seeds, Cotton Raw, Jute Raw, Fodder, Coal and Coke, Mineral Oil, Sugar, Salt, Cement, Iron and Steel, Tea etc. which is rather surprising since, with the passing of years, the demand for these Commodities should have been increasing and not decreasing. (Sl. No. 6).

2.76. It is stated that specific targets for movement are fixed only in respect of 6 Commodities, namely, Coal, Iron and Steel for Steel Plants, Petroleum and Petroleum Products, Foodgrains, Fertilisers and Cement. The remaining Commodities are covered in the targets fixed under the head "other General Goods." The Committee note that targets in respect of Coal, Iron and Steel, foodgrains, Cement and other general goods, were not fulfilled by the Railways during the years 1977-78 to 1979-80. The Railways have attributed the adverse performance from November, 1977 onwards to certain natural calamities like cyclones and floods, power-cuts, public agitations and strikes, etc. The Ministry of Railways are reported to have taken certain steps during the current year to improve the movement of essential Commodities. The Committee hope that the Ministry will keep a close watch over the movement of targeted and other essential Commodities and take such other measures well in time as may become necessary to avoid slippages in their movement. (Sl. No. 7).

Coal:

2.77. The Committee regret to note that loading of coal declined from 9731 wagons a day in 1977-78 to 8525 a day in 1980-81 (April-October). The decline of coal loading during this period was from

570 to 437 wagons in the case of cement industry, 234 to 114 wagons in the case of textile industry and from 1677 to 1436 wagons in the case of steel industry. The Committee cannot but express their unhappiness that the decline in coal loading continued from year to year from 1977-78 onwards and the Ministry of Railways could not arrest this decline till very recently. (Sl. No. 8).

2.78. The Committee are informed by the Railways that the overall wagon availability at present is more than the demand in all the coalfields except in Jharia and Raniganj coal fields where too the position is expected to improve shortly. As against a total requirement of 9840 wagons a day for coal loading as communicated by the Department of Coal, the Railways are loading 9600 wagons a day (January, 1981). Chairman, Railway Board stated before the Committee that they were preparing to load 11,000 wagons a day from February, 1981. From 8525 wagons a day in April—October, 1981 to 9600 wagons a day (January, 1981) is indeed an impressive leap. The Committee would like the Railways to take all possible measures at operational and administrative levels to place the recently acquired efficiency in the system at a firm footing to guard against any slide-back and to continue to make efforts to better the performance still further (Sl. No. 9).

2.79. The Committee are informed that Railways are taking steps to augment their coal loading capacity to 20,000 wagons a day by 1984-85 and they are confident of acquiring this capacity and lifting all the coal that may be offered for movement. It is a challenging target which the Railways have set for themselves. For achieving success in this challenge, Railways would do well to draw up a detailed programme for development of wagon stock, of the right type, haulage power and line capacity and initiate action on all fronts in right earnest to keep pace with the demand from year to year. The targets of development programmes in this regard should be kept under close monitoring and slippages avoided at any cost. (Sl. No. 10).

2.80. The Committee agree with the Railways that the coal for loading should be made available at the railheads, and not pitheads, to enable them to load the coal expeditiously and according to targets. For this purpose the Railways should in coordination with the Department of Coal build coal stocks at the existing railheads and also initiate action to set up new railheads to ensure simultaneous loading from as many more points as may be necessary to meet the rising demand. (Sl. No. 11).

2.81. The Ministry of Railways' move to set up joint teams in different coal fields in collaboration with Steel & Coal Departments to review the day-to-day loading and movement of coal is a step in the right direction. The Committee would like that these teams should be empowered to take spot decisions to sort out local problems and remove bottlenecks in the movement of coal and their performance evaluated in terms of achievements at regular intervals. (Sl. No. 12).

2.82. The Committee take note of the problems faced in Himachal Pradesh, Delhi, West Bengal and certain other States in regard to the availability of coal and coke. It has also been represented to the Committee that the medium and small scale industries and domestic consumers are not getting enough supplies of coal. The Railways have stated that the difficulties have arisen because the overall demand for coal and coke in the country is far in excess of the availability. The Railway Board have admitted that after meeting the requirements of priority industries what is left is enough only to meet the requirements of other consumers upto 15 to 30 per cent of their demand. This is a rather depressing picture. While the needs of priority industries like power houses, steel plants, and similar other industries are no doubt urgent and deserve priority, the requirements of other users, particularly small scale industries and domestic consumers, cannot be neglected either. The Committee feel that the Railways which are primarily responsible for moving coal from production centres to consumption centres, should make all possible efforts within their reach to fulfil a social obligation unto Small Scale industries and domestic consumers, and satisfy their demand for coal and coke at least upto a reasonable level. (Sl. No. 13).

2.83. The Committee are informed that the abolition of old system in 1978 under which 5 wagons were moved everyday on Kalka-Simla Section regardless of indents has been placing the State in the grip of Coal crisis from time to time. For States like Himachal Pradesh, Jammu and Kashmir and other similarly situated States, where coal is badly needed not only as a fuel but also for heating, Railways have a special responsibility to see that their reasonable requirements are met in full and in time. The Committee would like the Railways to set up on a regular basis special liaison officers to keep in touch with the problems of such States and sort them out without delay as and when they may arise. (Sl. No. 14).

Foodgrains:

2.84. It has been represented to the Committee by FCI that the procurement of foodgrains has increased considerably during the past few years in the procuring States like Punjab, Haryana, U.P., A.P. (the former three accounting for 80 per cent of total procurement) but the capacity of Railways has not increased correspondingly. The Ministry of Railways have stated that Railways have initiated programme for development of facilities at terminals as well for line capacity with a view to handle a movement of over 8 lakh tonnes of foodgrains per month within next two years to meet the total requirements of Punjab and Haryana. The Committee hope that the detailed programme for development of terminals and line capacity has been chalked out in consultation with the Food Corporation of India so that all key procurement points are fully covered and line capacity is utilised to the optimum level from the very beginning. (Sl. No. 15).

2.85. The Committee would like the Railways to keep a regular liaison with the FCI to ensure that the Corporation takes action simultaneously to develop godown capacity and other infrastructure, for which they have taken the responsibility, so that by the time the new line capacity is ready, the FCI are also ready to take full advantage of the new arrangements. (Sl. No. 16).

2.86. The Committee take note of the difficulties experienced by the Food Corporation of India in arranging movement of foodgrains to North-Eastern States, Orissa and Bihar. According to Railway, the existing facilities in the North-Eastern Frontier Railways are adequate to meet the demands of normal traffic to Assam and other North-Eastern States. The Committee feel that the Railways should not only be equipped to meet the 'normal' traffic demands but should also be able to handle additional traffic to meet abnormal situations that might arise in times of severe drought and other similar natural calamities. The geographical situation of Assam and other North-Eastern States requires that the Railways should develop further capacity for movement of foodgrains and other essential commodi-

ties to meet the urgent needs of the people there adequately and in time. (Sl. No. 17).

2.87. The Committee note that various works have been undertaken and more works are proposed to be undertaken to augment the line capacity in the North-Eastern parts of the country. They hope that these works would be completed expeditiously and the Railways' capacity to move essential commodities to North-Eastern States would be augmented to the desired level. (Sl. No. 18).

2.87. The Committee note that various works have been undertaken and more works are proposed to be undertaken to augment the line capacity in the North-Eastern parts of the country. They hope that these works would be completed expeditiously and the Railways' capacity to move essential commodities to North-Eastern States would be augmented to the desired level. (Sl. No. 18).

2.88. The Committee note that situations had arisen in the past when foodgrains rakes had to be booked to stations in Orissa where adequate siding facilities of rakes for unloading were not available. The Committee would suggest that problems of such foodgrains receiving terminals in Orissa and elsewhere where unloading facilities for rake loads are not adequate should be studied and satisfactory solutions to the problems of unloading rake loads found to avoid any dislocation in the retail distribution of essential commodities to consumer centres. (Sl. No. 19).

2.89. The Committee would like that the transshipment capacity at Garhara in Bihar is kept abreast of the traffic requirements so as to avoid any delay in transshipment of essential commodities intended for North Bihar and other areas which this Station serves. (Sl. No. 20).

2.90. It has been brought to the Committee's notice by the Government of West Bengal that as against the State's requirement of 2.5 lakh metric tonnes of foodgrains per month through Food Corporation of India, the average arrival during 10 months of 1980 was 1.7 metric tonnes. The Railways have stated that the present programme of movement of foodgrains to West Bengal is about 2 lakh metric tonnes per month and the movement has been more or less

as per this programme during the months of October, November, December, 1980. The Committee find from the figures supplied by the Railways that during April, May, June and July, 1980, the supply of foodgrains to West Bengal ranged between 1.57 to 1.76 lakh metric tonnes which was much below the 2.5 lakh metric tonnes expected by the State Government and was lower than 2 lakh metric tonnes now being moved by Railways. The Committee would like the Railways to spare no effort to avoid shortfall in the supply of foodgrains and other essential commodities to States which depend mainly on the supply of such essential commodities from other parts of the country for their public distribution system. (Sl. No. 21).

Salt:

2.91. Reports of unsatisfactory movement of salt have been received from various parts of the country. From the information furnished by the Ministry of Railways it is also seen that the movement of salt has not been keeping pace with the allocations. For instance in Himachal Pradesh as against a quota of 24,000 tonnes of iodised salt the actual despatches were only of the order of 12.3 thousand tonnes in 1979 and 11.7 thousand tonnes in 1980. For movement of salt from Kakinada Port, the monthly loading of salt from May to September, 1980 was about 31 wagons as against a quota of 103 wagons. The salt demand in Assam was not met fully either in 1979 or in 1980. In the case of Manipur, Arunachal Pradesh and Nagaland, the supply of iodised salt in 1979 was hardly 66 per cent. There were reports of heavy accumulation of salt stocks in Tuticorin for want of wagons. The short loading vis-a-vis allocations has been attributed by the Railways mostly to the lack of indents. But this contention is not supported by the figures of salt loadings supplied by the Railways Board which show that the loading has been far short of indents during the last four years. It is difficult to appreciate as to why if salt is available and Railways claim to have the wagon stocks, the parties should not place indents on the Railways, especially when the commodity is in demand in the consuming centres. The Committee would like the Railways to enquire into this phenomenon in greater depth with a view to finding out the true picture. The Committee would like to be informed of the outcome of this enquiry. (Sl. No. 22)

2.92. The Committee would like the Railways to review their arrangements for salt movement and streamline them to move consignments of salt—common as well as iodised to meet the demands of consuming states in full. They would like to be apprised of the measures taken in this regard... (Sl. No. 23)

2.93. It has been brought to the Committee's notice that Railway wagons are allotted only to the licence holders in Tuticorin area who are producing annually 4 lakh tonnes of salt. Unlicensed salt producers who were producing 12 lakh tonnes of salt annually were not allotted railway wagons for movement of salt produced by them. The Chairman, Railway Board, stated before the Committee that the quota of wagons for salt was fixed by the Salt Commissioner who was an independent agency and it was not in the power of the Railway Board to increase the quota. Since salt whether produced by licence holders or others is an essential Commodities which is in short supply in many parts of the country, necessary transport arrangements ought to be made to move it to consuming centres. The Committee would like the Railways to take up the problems of salt producers of Tuticorin region with the Salt Commissioner with a view to increasing the quota of wagons to meet the requirements of salt producers of the area. (Sl. No. 24)

Cement:

2.94. From the representations received from the Governments of Himachal Pradesh and Karnataka and non-official organisation it is seen that the demand for cement in these States is not being met in full because of wagon shortage. The Railway Board have informed the Committee that during the third and fourth quarters of 1980, the supply of cement to Himachal Pradesh was to the extent of 70 per cent and 53 per cent respectively, vis-a-vis the allocations. Demands of Karnataka State were met to the extent of 104 per cent and 105 per cent during the quarters. Railways claim to have made available the agreed number of wagons to each cement factory in consultation with the Cement Controller. The shortage of Cement supply to Himachal Pradesh is reported to be due to short production in cement factories because of power cuts. In the case of Karnataka and other Southern States there are no major bottlenecks according to Railways except occasionally operating restrictions due to congestion either enroute or at the terminals. The Committee feel that the complaints of the Governments of Himachal Pradesh and Karnataka and the reported difficulties of cement movement in other Southern States should be looked into by the Railways dispassionately with a view to identifying the points where bottlenecks take place and the reasons therefor. The Committee would like the Railways to take all measures possible within their reach to facilitate quick movement of cement factories to consuming centres so as to meet their demand in full. (Sl. No. 25)

Fertilizers:

2.95. Fertilizers is another commodity which is reported not to have moved in adequate quantities from ports to the consumption centres. The Food Corporation of India has stated that the quotas for wagons supply for fertilizers have been fixed for various Ports but Railways have not been in a position to supply the agreed number of wagons. According to the Railways the quotas fixed for clearance of fertilizers from Ports do not represent the loading targets. The Committee are surprised to learn from the Railways that while during the current period (1980) the monthly target for clearance is stated to be roughly 320 BG and 40 MG wagons per day, the quotas given to different Ports add up to 530 BG wagons and 105 MG wagons. Why the quotas should be fixed so much on the high side is not clear. The Committee would like the Railways to review the system of fixing quotas for fertilizers movement from ports in consultation with the Food Corporation of India and fix up realistic quotas which should be adequate to meet the demand and which they can adhere to. (SI. No. 26)

2.96. The Railways have pointed out that the loading of imported fertilizers from various ports has been hampered for a variety of reasons, like labour problems, bagging difficulties, go-slow tactics of FCI labour, failure of loading agencies, etc. etc. According to the position in January 1981, as explained by Chairman, Railway Board, the accumulated stocks of fertilizers both at Madras and Tuticorin have been cleared. Punjab and Haryana have since been over-stocked with fertilizers and the requirements of Bihar, Andhra Pradesh and U.P. have also been fully met. There is no longer any problem of fertilizer movement at the ports. The Committee are happy to note that the Railways have organised a special campaign for movement of fertilizer from ports and have completed supplies of this commodity to meet the demands in the consuming States. The Committee feel that instead of waiting for the last moment to arrange a crash programme of movement of fertilizer, it would be much better if the supply of wagons is so organised that as and when the imported fertilizers reach the ports, their movement according to a systematic programme should start and the stocks cleared without delay. (SI. No. 27)

Sugar:

2.97. The Government of West Bengal have represented to the Committee that the movement of levy sugar for use in West Bengal was delayed in 1979-80 due to the failure of Railway Ministry to

provide necessary transport. The Railways have informed the Committee that while the allotment of sugar to various States was made in December, 1979, the sugar factories started placing indents for wagons only towards the last period of January, 1980. In the absence of block rake indents the time taken for wagons during transit was inevitably longer and as a consequence levy sugar allotted to West Bengal in December, 1979 reached the State only in February, 1980. Even though the Railways may not be fully to blame for the late arrival of levy sugar in West Bengal last year, the fact remains that there was a gap of about two months between the allotment of levy sugar quota and its arrival in the State. The Committee would suggest that the Railways should give special consideration to the movement of such essential and sensitive commodities like sugar to ensure that in so far as it lies in their power, the loading, movement and unloading of such commodities is not delayed. (Sl. No. 28)

2.98. According to a representation made by a sugar factories association the present system of allotment of wagons to sugar factories leaves much to be desired. Though sugar is classified under category 'C' wagons indented by sugar factories are not allotted by the Railways for several days. Indents placed for wagons are complied with only piecemeal and this affects the sugar movement. Railways have stated that levy sugar which had earlier been given 'C' category was upgraded from March, 1980 to category 'B' which is the highest priority accorded for traffic other than military traffic. The Railways, it is stated, make all efforts to meet the demand of sugar, particularly levy sugar in full. The Committee would expect the Railways to look into the reasons for supplying wagons to sugar factories piecemeal even when indents for a much larger number of wagons were reportedly placed. In fact, the Railways should welcome indents for a large number of wagons at a time in keeping with their latest strategy of rake or half-rake movement. (Sl. No. 29)

2.99. The Committee feel that not only levy sugar but also the free sale sugar when despatched from mills should be given high priority for movement by Railways. Delayed movement of free sale sugar also causes scarcity and consequent high prices. To avoid difficulties to the people on this account, it is necessary that the movement of free sale sugar from mills is given high priority in the movement schedule. (Sl. No. 36)

Oils.

2.100. Complaints of unsatisfactory allotment of wagons and tank wagons for movement of ground nut oil from Andhra Pradesh to

Calcutta area and Eastern region have been received by the Committee. According to Railways, the demand for tank wagons is made in piecemeal and piecemeal loading leads to wastage of transportation capacity and slows down the turn-round. Railways prefer movement of tank wagons in rakes and claim to be in a position to supply empty tank wagons rakes on a programmed basis. According to the Railways, no difficulty is anticipated in clearing ground nut oil traffic to Calcutta and North Eastern Region. While the Committee appreciate the anxiety of Railways to move oil and other traffic in rake loads in the interests of more efficient use of their transport capacity, they feel that Railways would have to do a lot of ground work if they have to make their new strategy a success without creating difficulties for the traders or consumers. Railway should start a series of discussions with traders and manufacturers organisations to ascertain their difficulties vis-a-vis rake load strategy and evolve a practical approach with permitted variations to suit local and regional peculiarities, which should reconcile the traders' needs with the Railway's anxiety to use wagons in rake loads to derive the maximum advantage. Railways will also have to launch a campaign to bring home to the traders and producers the advantage they will have under the rake load movement System and may also have to give them incentives. Such a campaign will have to be thought of at all-India level not only for oil trade but for all commodities which move in bulk. (Sl. No. 31)

Movement of Perishable Commodities

2.101. It was brought to the Committee's notice that in certain areas huge stock of perishable commodities like potatoes piled up in season because of inadequate arrangements for their movement by rail, and the growers suffered heavy losses in the bargain. The Chairman, Railway Board, stated during evidence that if such items were moved in train load there was no difficulty in their movement. As far as small scale movement was concerned the Railways took special care to allot seasonal quota in producing season. But if wagons were to be moved piecemeal from different stations, the movement was far less efficient than the rake movement.

2.102. The Chairman added that Railways were prepared to discuss the matter with the producers. The representative of the Ministry of Railways further stated that they were heaving a standing arrangement in Himachal Pradesh, where regular official meetings between the representative of the trade and the railways were held and

movement plans for perishable commodities were drawn up. There was need for developing similar machinery elsewhere also.

2.103. In a written reply, the Ministry of Railways have subsequently stated that with a view to assess the transport requirement of potatoes and to plan movement, meetings are arranged by the Railways with the potato merchants, potato growers, representatives of the State Governments and others concerned before the commencement of the potato season.

2.104. By and large, the position of loading of potatoes on the Northern Railway is fairly satisfactory. The Railways anticipate no difficulty in the clearance of this traffic provided movement is arranged in block rakes. On the North Eastern Railway also no difficulty is experienced except in the case of traffic to destinations on the Northeast Frontier Railway, loading to which has been badly affected due to disturbances in Assam.

2.105. The Committee take note of the arrangements made by Railways for movement of potatoes on the Northern and North Eastern Zones during potato season. But potatoes is not the only perishable commodity that requires to be moved expeditiously. There are many other commodities like bananas, oranges, onions, mangoes etc. which being perishable require to be moved from production centres to consuming centre without delay. The Committee would like the Railways to identify the perishable commodities in various regions and evolve a suitable system on the lines of the one in vogue in Himachal Pradesh to assess their transport requirements and plan movement on priority basis during respective seasons. (Sl. No. 32).

.. CHAPTER III

OVERALL PERFORMANCE OF RAILWAYS IN MOVEMENT OF GOODS

3.1. During the years 1975-76 to 1979-80 the overall performance of Railways in transportation of goods was as follows:

(in million tonnes)	
Year	Actual Performance
1975-76	196.83
1976-77	212.59
1977-78	210.78
1978-79	199.56
1979-80	193.06

3.2. During evidence (January, 1981) the Chairman, Railway Board, informed the Committee that the infrastructure in the Railway system for the year 1980-81 was for lifting 240 million tonnes but during the first six months of 1980-81 the total loading was only 90 million tonnes. At this rate the total tonnage lifted during the year would come to 180 million tonnes. Since November, 1980 Railways had taken certain measures to put the Railways back on the track and a big headway had been made in this direction. They expected that by the close of the financial year they would achieve the loading at the rate of 20 million tonnes per month. In his budget speech for the year 1981-82 the Minister of Railways stated (19 February, 1981) "Against a monthly average loading of 15.03 million tonnes during the first seven months of the year, there has been a progressive stepping up in loading to 16.19 million tonnes in November 1980, 17.82 in December 1980 and about 19 million tonnes in January 1981." During November 1980, December 1980, and January 1981 the daily average loading was more than the average of the first seven months by 1,383 wagons, 3,879 wagons and 4,742 wagons respectively. The resilience demonstrated by railways in the recent past makes me confident that this increased tempo will be maintained through the remaining two months of the year i.e. February and March 1981 and

that the Commulative total loading for the year would exceed that of the previous year."

3.3. During evidence, the Chairman, Railway Board stated that apart from the new managerial techniques adopted the following steps have been taken to improve the loading:—

- (i) Old and new rolling stocks have been segregated to improve efficiency in movement.
- (ii) Locomotive and energy sources are being used to the best extent possible by optimising the trailing load.
- (iii) 500 steam locomotives have been withdrawn and stored. This has resulted in two fold benefits. First the trains can be run faster and lift more traffic with faster engines. Secondly, the use of faster engines saved coal. The average consumption per day of M.G. engine was 4 tonnes and B.G. engine, 5 tonnes. On these 500 engines, railways would be saving about 1.5 million tonnes of coal. As already stated, another step being taken was to take off track 30,000 averaged wagons. After getting rid of these wagons, the Ministry of Railways expect to carry more traffic by improving the turn-round and use of wagons.

3.4. As regards the growth of traffic demand in Sixth Five Year Plan the Ministry have stated (March, 1981), that "the estimates of demand for rail transport at the end of the Sixth Plan, as made out by the User Ministries/Departments totalled up to 349 million tonnes by the end of Sixth Plan, i.e. in 1984-85. The Planning Commission's Working Group on Railways estimated that the Railways share would be 330 million tonnes of originating freight traffic by the end of Sixth Plan, i.e., 1984-85. The Planning Commission, further brought down this estimate to 309 million tonnes. When finalising the Sixth Five Year Plan, we had asked for a plan provision of Rs. 11,817 crores. The Planning Commission taking into account total availability of funds allocated Rs. 5,100 crores. Keeping in view the constraint of resources and the reduced allocation made by the Planning Commission for Railways' Sixth Plan, it is considered that it will be possible for the Railways to handle a traffic lift of 260 million tonnes at the end of the Sixth Plan."

3.5. The Committee were concerned to note the persistent decline in transportation of goods from 212.59 million tonnes in 1976-77 to 193.06 million tonnes in 1979-80. Although the infrastructure in the Railway system for 1980-81 was built up for carrying 240 million

tonnes of freight traffic, the loading of goods in first six months of 1980-81 was only 90 million tonnes. At this rate the total loading at the end of the year would have been come to 180 million tonnes which would have the lowest since 1975-76. The Committee are glad to note that as a result of the steps recently taken by the Ministry of Railways the monthly loading has started picking up since November 1980 with 16.19 MT in November, 17.82 MT in December (1980) and 19 MT in January (1981). The Railways expect that the cumulative loading for the year (1980-81) would exceed that of the previous year.

3.6. This shows how with an imaginative employment of existing infrastructure and management techniques not only the persistent deterioration in freight services can be stemmed but the same rolling stock can be utilised to reverse the downward trend and produce much better results within a short span of a few months. The Committee would recommend that now that the tide has been turned, the new practices and techniques which have put the railways back on the track should not only be consolidated but also developed further and built into the system firmly so as to ensure that freight services are operated at the highest possible level of efficiency without letting any sense of complacency creep in at any stage. (Sl. No. 33).

3.7. The Committee are, however, concerned to note that with the funds allocated by the Planning Commission for Railways (Rs. 5167 crores) for the Sixth Five Year Plan, the Railways will be able to develop their transportation capacity to lift only 260 m.t. at the end of the Plan period (1984-85) as against an estimated traffic of 330 m.t. as arrived at by Planning Commission's Working Group on Railways and 309 m.t. as finally estimated by Planning Commission. The Committee cannot help taking a serious note of the big gap between the estimated traffic and the Railways capacity and feel that situation calls for a critical review of the adequacy of financial allocations vis-a-vis estimated growth in freight traffic now to avert a crisis later. (Sl. No. 34).

CHAPTER IV

WAGONS

A. Procurement/availability of wagons:

4.1. The following table indicates the position regarding the total number of wagons and revenue earning freight traffic for 1950-51 to 1979-80.

Year	Total wagons on the line	Revenue earning freight traffic
		Tonnes million
1950-51 .	205,596	83.2
1955-56 .	240,756	92.2
1960-61 .	307,907	119.8
1965-66 .	370,019	162.0
1970-71 .	383,990	167.9
1973-74 .	388,366	162.1
1974-75 .	390,968	173.6
1975-76 .	395,250	196.8
1976-77 .	397,773	212.6
1977-78 .	399,971	210.8
1978-79 .	401,880	199.6
1979-80 .	405,185	193.6

4.2. During evidence, it was pointed out that the average increase in the number of wagons between 1950-51 and 1965-66 was 10,961 wagons per year whereas between 1965-66 and 1977-78 the average increase per year was only 2,496 wagons per year. The Committee also pointed out that while the revenue earning traffic had increased from 73.2 million tonnes to 210.8 million tonnes from 1950-51 to 1977-78 the number of wagons increased from 205,596 in 1950-51 to 399,971 only in 1977-78 during the same period. The representative of the

Ministry of Railways stated that sometime in 1961 they had produced a type of wagon which had a capacity of 2½ tonnes more than the conventional 4-wheel wagon, therefore, this percentage was not strictly correct. He admitted that there had been a drop in acquisition of wagons mainly because of paucity of funds.

4.3. The total number of wagons with the Railways during the last four years starting from 1976-77 was as under:

Year	Broad Gauge		Metre Gauge		Narrow Gauge	Total
	in Units	in 4-Wheelers	In Units	In 4-Wheelers	In Units	All Gauges (Units)
1976-77 . . .	303,357	397,459	89,336	113,684	5080	397,773
1977-78 . . .	306,008	404,740	89,022	113,856	4941	399,971
1978-79 . . .	308,232	408,540	88,559	113,862	5094	401,885
1979-80 . . .	311,918	416,302	88,197	114,193	5070	405,185

4.4. In a written reply the Ministry of Railways have informed the Committee that the total number of wagons available with the Railways, gauge-wise as on 31-8-1980 are as below:

	In wagon units	In terms of 4-wheeler units
B.G.	3,08,155	4,23,044
M.G.	85,274	1,15,113
TOTAL	3,94,429	5,38,157

4.5. The Committee enquired about the requirement of wagons by the end of the year 1984-85. In a written reply the Ministry of Railways (Railway Board) have stated the number of wagons needed to lift a given quantum of traffic is calculated on the basis of loading capacity of the wagons and the wagon turn-round. For lifting 330 million tonnes of originating traffic and with a 14.4 days of turn-round for broad gauge wagons and 13.0 days for MG wagons by the year 1984-85, the Working Group on Railways, constituted by the Planning Commission had estimated that about 2,22,000 additional wagons would be needed.

4.6. The Railways are planning to acquire 1,10,000 wagons, a maximum upper limit based on the capacity of wagon building units in the country, out of which nearly 64,000 wagons would be to meet the replacement needs for the five year period, leaving a balance of about 46,000 wagons on Additional Account.

4.7. During evidence, the representative of the Ministry of Railways stated that they required 1,10,000 wagons in the Sixth Plan period and funds had been provided for that purpose. The Chairman, Railway Board added that after taking into account the replacement and addition, Railway would having in the region of 4,56,000 wagons at the end of plan as compared to the present figure of 4,20,000 wagons.

Year-wise addition proposed is as under:

1980-81	13,000 wagons
1981-82	22,000 wagons
1982-83	25,000 wagons
1983-84	25,000 wagons
1984-85	25,000 wagons
TOTAL	1,10,000 wagons

4.8. As regards indigenous capacity to manufacture wagons the representative of the Ministry of Railways stated that the available capacity had not been fully utilised. The installed wagon capacity was 28,040. The order pending with them was about 40,000 units of wagons which was adequate for about two years. The Committee drew attention to a press report that there was substantial shortfall in the achievement of production targets in the past. The witness stated that the major problem affecting the production were lack of power in the Eastern Sector and labour trouble, agitation and strike. The witness added that they had planned procurement in the Sixth Plan at the rate of 25,000 wagons per year but later they had put it at about 18,000 wagons for 1981-82 because they could not immediately reach 25,000 wagons level but only progressively. They were getting about 17,000 wagons during 1980-81. In the next four years they would be able to meet the requirement of 1,10,000 wagons.

4.9. The witness added that they were building up stocks of wagons in Railway workshops also at the rate of 1,000 wagons per year. The Chairman, Railway Board stated that they had indicated

their requirement to the wagon builders. They had been told that a steady flow of wagons was required and that they would be required to execute the full order. There were certain units which were interested in increasing their capacity. There were others which had been producing at a much higher rates.

4.10. With regard to increasing the capacity of railways the Chairman, Railway Board stated "Basically we want to leave it to the private sector and unless a assurance is given in the negative, we will have no justification for going in for installation of our capacity because that will be infructuous and adding parallel capacity". Asked whether the Railways would be able to acquire the targeted number of 1,10,000 wagons during the Sixth Plan period, the representative of Railway Board stated that "at the moment there is no indication to the contrary that we will not be able to meet the requirement."

4.11. Asked how the railways would meet the shortfall in production of wagons by private manufacturers if there was any, the Chairman, Railway Board stated, "we will not be able to substantially increase our manufacture of wagons to fill the gap. In that case, the only answer will be import it will be an overall decision of the Government whether to permit import or not we cannot obviously say it now.

4.12. The Committee find that the number of wagons increased from 20,5,596 in 1950-51 to 3,70,019 wagons in 1965-66 and to 399,971 in 1977-78. The average increase per year was 109,61 wagons from 1950-51 to 1965-66 but between 1965-66 and 1977-78, the average increase was only 2,496 wagons per year. The Committee have been informed that the drop in acquisition of wagons during this period was mainly due to paucity of funds. As on 31-8-1980 the Railways had a total of 3,94,429 wagons (equivalent to 5,38,157 in terms of 4-wheelers). The working group on Railways constituted by the Planning Commission had estimated that by 1984-85 when the Railways may be required to lift 330 million tonnes of originating traffic, about 2,22,000 additional wagons would be required. The Railways are, however, planning to acquire 1,10,000 wagons during the Sixth Plan period out of which nearly 64,000 wagons would be to meet the replacement needs for the five year period, leaving a balance of about 46,000 wagons on additional account. The Committee find that the final figure of 1,10,000 wagons approved for Sixth Plan period is rather a drastic cut from the original figure of 2,22,000 wagons, considered necessary by the working group. The Committee take it that

the likely increase in freight traffic, wagon turn-round and other relevant factors have been fully taken into consideration before cutting down the figure of new wagons required in Sixth Plan period to 1,10,000 and the Railways would be able to cope with the demand in full with a fleet of 4,56,000 which they are expected to have by 1984-85. (SI. No. 35)

4.13. The Committee are informed that the present installed capacity for wagon building in the country is 28,040 wagons per year in the private sector and 1,600 per year in the Railways own workshops. The Ministry had planned procurement of 25,000 wagons per year during the Sixth Plan, but they now expect that this capacity cannot be reached immediately but would develop progressively. As against the existing capacity of 28,040 wagons a year, Railways are expecting to receive 17,000 wagons in 1980-81 and 18,000 in 1981-82 from private manufacturers, thus leaving about 70,000 wagons to be procured in the last 3 years of the plan.

4.14. Against the background of shortfalls in wagons manufacturers in the past on account of power shortage, labour trouble, agitations, etc., it is a moot point whether wagon manufacturers would be able to fully execute orders for the supply of 1,10,000 wagons by the end of 1984-85. The Committee would like the Railways to monitor the progressive build up of capacity and utilisation of capacity by indigenous manufacturers of wagons to make sure that the progress is keeping pace with expectations. If at any stage, it becomes known to the Railways that indigenous manufacturers would not be able to supply the required number of wagons, the Railway Board should seriously examine whether they would be able to cope with the demand with whatever the indigenous manufacturers can supply or import would become inevitable to avoid any crisis. The Committee would like the information regarding wagon supply vis-a-vis demand to be mentioned specifically in the Annual Report of the Railways to enable Parliament to keep itself acquainted with the progress.

B. Sick wagons

4.15. One of the reasons for shortage in the availability of wagons on the Indian Railways has been stated to be a high percentage of wagons being not available for loading as a large number of wagons were on the sick list awaiting repairs in workshops. Explaining the phenomenon of increasing number of sick wagons the representative of the Railway Board stated during evidence (January, 1981) that railways maintain a target of 4 per cent for ineffective wagons to enable them to do preventive maintenance, periodic overhauling

and also out-of-course repairs while the wagons are on the run. As against this target of 4 per cent, the figures were 6 per cent. As a result of this the total number of ineffective wagons were 25,000 on BG and 8,000 on MG. The railways had fallen into arrears in regard to periodical overhauling of wagons and one of the major factors for this was the low availability of power, particularly in the Eastern-sector. In the major workshop at Kharagpur, Calcutta and in the south and North, power cuts had been very severe and as a result the out put in workshop had dropped.

4.16. The repair facilities have also been effected by non-availability of Industrial Gases and supply of components. The industries supplying spare-parts are mostly located in the Eastern-Sector and they have been suffering for want of power. This has resulted in less availability of spare parts and components required for maintenance of Railway's rolling stock.

4.17. The witness added that another factor affecting the repair of wagons was large scale pilferage of wagon components. On account of extreme shortage of steel this activity had become more remunerative for the thieves particularly in the colliery sidings. Although there was adequate protection in the marshalling yards, but not everywhere. The industry was not able to supply the additional replacements.

Repair facilities

4.18. In regard to the capacity for repairs, the witness stated that under the normal circumstances their capacities were adequate. Consequent to the very heavy accumulation of the periodical overhaul, the workload had gone up. They were building up the capacity a little more. The Railway Board had sanctioned some works and they were currently in the process of implementing them. The witness expressed the hope that they would come down to the original target of 4 per cent. The average time taken for repairs in 1976-77 was of the order of 6 days but now it is 8 days inside the workshop on the BG; and it is 5 to 5½ days on MG. It is seen from the Indian Railways year Book (1979-80) that arrears in periodical overhaul of wagons in Railway workshops is 19.04 on BG and 12.50 on M.G. which is stated to be on account of inadequate workshop capacity.

Overaged Wagons

4.19. Dealing with the question of over-aged wagons, the representative of the Railway Board stated during evidence that they had a very large fleet of over-aged wagons which they should have con-

demned long ago. They are uneconomical to repair Railway had been maintaining them at a great cost. Railways have now a plan to lay off these wagons. According to a written reply, the percentage of over-aged wagons (BG and MG) was 7.58 per cent as on 1-4-1980, as against 7.25 per cent as on 1-4-79 and 7.41 per cent as on 1-4-78. The over-aged wagons are likely to need more frequent attention for repairs and maintenance leading to operational set backs like detention to trains, detachment etc. Railways are taking action to condemn over-aged stock on age-cum-condition basis in a time bound programme.

4.20. The Chairman Railway Board stated that earlier the over-aged wagons were being kept in circulation for fear that if they retired these wagons, they would fall short of wagons for transport. The Railway Board have not taken a conscious decision that 30,000 over-aged wagon would be taken off the track and disposed off at the fastest possible rate. The witness added, "it is better to get rid of these wagons because these wagons are using our meagre resources much more than they should. Being over-aged wagons, when a wagon goes to the repair shop, it used three times the man hours for repair and it uses three times the material also for repair. Then, when it goes out and runs about 100 km., it requires a nursing homes."

4.21. The Chairman, Railway Board added that the disposal of these (over-aged) wagons would give them two-fold advantage. There are certain components like wheels, axles, springs, buffers etc. which are not sold as they can be used in rolling stock. The first advantage was that the scrap of the wagons that would be sold would make steel available which is in short supply in the country for small-scale industry. The second advantage was that the railways would recover vital spares the goods wagons which were lying idle for want of wheels, axles etc.

4.22. The witness added, "we have got 4,25,000 wagons. We are confident that after getting rid of these 30,000 wagons, with the remaining 3,95,000 wagons we will be able to carry more traffic. We have started doing it. We can carry more traffic by improving the turn-round, by using the wagons better."

4.23. In a memorandum submitted to the Committee, a public sector corporation have stated, that "Rejection of wagons is exceptionally heavy in case of 4-wheeled wagons supplied by railways. The extent of such rejection had been as high as 70 per cent in certain periods. Most of 4-wheeled wagons received at Sindri unit are unsuitable for loading of fertilizers which are highly hygroscopic

in nature." In a written reply the Ministry of Railways have stated that for piecemeal movement i.e. less than a train load, conventional 4-wheeler wagons with screw-couplings are normally utilized. The convention 14-wheeler stock is comparatively older. The chances of damages in such wagons are more as compare to new CRTs which are used in block rakes. The sickness in the wagons has been more during the last year. The Ministry, however, did not have separate data regarding sickness of 4-wheeler wagons. However, according to the Ministry no complaints regarding heavy rejection of 4-wheeler covered wagons were received either from Sindri fertilizer factory or Fertilizer Corporation of India.

4.24. In another memorandum submitted by a public sector unit, it has been stated that tank wagons containing Petroleum Products declared unfit to run-enroute on account of mechanical defects, hot axle etc. by the Railway Train Examining Staff generally suffer heavy detentions on account of delays which take place in arranging transshipment of their contents into other tank-wagons. Delays in such cases may range from anything between one to three months. Not only such delays hold up supply to the consumers, it increases the percentage of ineffective stock on railways and causes loss of revenue to them.

4.25. In a written reply, the Ministry of Railways (Railway Board) have stated that due care is taken by the Railways for supplying only fit wagons they are placed in the gantry for loading. Considering the magnitude of the loading at various loading points, the mechanical defects such as hot axle etc., are negligible compared to a fleet of over 21,000 tanks on the Indian Railways. The position of tank-wagons damaged for transshipment during 1980 and awaiting transshipment and those detained for over 15 days are given below:—

	1980	
	BG	MG
Total number of wagons damaged during the year	282	246
Total number of wagons awaiting transshipment at the end of the month during the year	185	121
Number of wagons detained for over 15 days during the year	93	74

4.26. In another memorandum it has been stated that the B.G. wagon other than BCXT and CRT wagons are generally very old

and unfit for carrying essential commodities like foodgrains, pulses etc. and as a matter of principle the Railways do not supply and BCXT and CRT wagons for carrying foodgrains to rainy area of Assam where rainy season remain from April to October.

4.27. In the written reply the Ministry of Railways (Railway Board) have stated that BCXT and CRT wagons are designed for movement as block rakes only. They are not designed to be moved in piecemeal. BCXTs and CRTs can therefore be loaded from a station which can load a full rake and to a station where the full rake can be positioned for unloading. For efficient use, these rakes are normally loaded in that direction from where return traffic in rakes is available. Assam region, has neither terminals with capacity to handle block rakes nor block rakes traffic to offer in return. As Assam region does not have adequate facilities for handling BCXT/CRT rakes, movement of foodgrains and other essential commodities to that region is normally arranged in conventional wagons.

4.28. The Committee note with concern that 33,000 wagons constituting 6 per cent of the total stock are on the 'sick' list awaiting repairs which is 50 per cent higher than the norm of 4 per cent prescribed by the Railways in this regard. The main reasons for increase in wagons on sick list are stated to be power cuts, which have affected output of railway workshops and non-availability of industrial gases and short supply of components by industries mostly located in Eastern Sector which too were affected by power cuts.

Power cuts and resultant scarcity of industrial gases and components are no doubt factors over which Railways have no control. The Committee hope that with the improvement in power position which is in evidence, these constraints would get removed soon and the Railway workshops would start working to full capacity and bring down the number of sick wagons to reasonable level. (Sl. No. 37) . .

4.29. The Committee would like the Railway Board to keep themselves in constant touch with the working of workshops and the constraints under which they are working to see whether and if so, to what extent, material inputs like industrial gases and components be procured from alternative sources in areas not affected by power cuts with a view to keeping the workshops at the maximum level of efficiency possible under the given circumstances. (Sl. No. 38)

4.30. The Railway workshops, it is seen, are lagging behind in repairs work. They have arrears amounting to 19 per cent for BG

wagons and over 12 per cent for MG wagons on account of, inter alia inadequate workshop capacity. The Railway Board are stated to have sanctioned more works to build up additional workshop capacity. The Committee feel that output of workshop and productivity of workers can also be improved by modernisation of equipment and streamlining of methods in these workshops coupled with incentive for higher output. The Committee would like the Railway Board to go into the working of men and machines in each workshop and draw up comprehensive schemes for bringing about improvements in quality and output of work within a definite time frame. The Committee would like to be apprised of the concrete action taken in this regard. (Sl. No. 39)

4.31. The Committee also feel concerned at the reportedly large scale pilferage of wagon components which also contribute to the increasing number of wagons on the sick list. The Committee would like that security arrangements in yards and elsewhere should be tightened to prevent pilferage of wagon components. (Sl. No. 40) .

4.32. The Committee feel that area of operation for wagons being as large as it is, security measures alone cannot eradicate the nuisance of pilferage. The problem of pilferage can be dealt with more effectively if as many valuable and scarce components of wagons as possible could be made undetachable parts of wagons. This would require a critical examination of the wagon designs with a view to making valuable components inseparable parts of the wagons at manufacturing or repairing stage. The approach to the problems on these lines (Sl. No. 41)

4.33. The Committee take note of the hope expressed by the Railway Board that they would soon be able to bring down the number of sick wagons to the original targets of 4 per cent. They would like that complete information in regard to the wagons on sick list in absolute numbers and in percentage terms should be published in the Annual Report of the Railways to enable Parliament to evaluate their performance on this front from year to year. (Sl. No. 42)

4.34. The Committee find that Railways have a very large stock of over-age wagons amounting to 7.58 per cent of the total wagon stock which are not only uneconomical to maintain but also lead to operational set-backs like detentions of trains, unscheduled transshipments, losses, etc. etc. The Committee are informed that Railways have made a conscious decision to dispense with 30,000 over-age wagons. Dispensation of those over-age wagons, it is stated, would give the Railways two-fold advantage—one, the scrap of a wagon

when sold would make scarce steel available to the small scale industry and two, vital spare parts of overage wagons like axles, wheels, springs, buffers, etc., which will not be sold, could be used for repair of otherwise good wagons which are lying idle for want of these components. The Committee would like to caution the Railway Board to make sure that in their anxiety to dispense with the so-called overage wagons, no wagon which can be put to economic use after repairs is disposed of just because it has attained a certain age. They would like the Railway Board to lay down detailed guidelines and checks for the guidance of officers who may be charged with the responsibility of declaring an overage wagon unfit for use. Each wagon should be examined by technical and administrative experts before it is condemned for sale, and no spare part which is vital and can be put to use in repairing other wagons should be dispensed with along with the condemned wagon. (S. No. 43).

4.35. The Committee would also like the Railway Board to set up a special cell to oversee the disposal of overage wagons and to ensure that there is no misuse of powers at any level. (S. No. 44).

4.36. The Committee feel that even though Railways are confident that with 30,000 overage wagons taken out of circulation they would still be able to carry more traffic by improving turn-around and using wagons better, it would be prudent to spread the condemnation and disposal of unusable wagons over a reasonable period with a view to keeping the impact of such a large depletion of stock under watch and within manageable limits. This would also give adequate time to administrative and technical officers to carry out examination of overage wagons more carefully and without haste before condemning them. (S. No. 45).

4.37. The Committee would also like to advise the Railway Board to ensure that the sale of overage wagons is so organised as to make the steel scrap available to small scale industries all over the country and to prevent its being cornered by a few large units to the detriment of small users (Sl. No. 46)

4.38. A public sector unit has represented to the Committee about exceptionally heavy rejection of wagons supplied for loading of fertilizers in certain periods. The Ministry of Railways have informed the Committee that chances of damage in conventional 4-wheeler wagons used in piecemeal movement of fertilizers are more as compared to the new CRTs which are used in block-rakes. But the Railway, it is stated, have not received any such complaints from the Fertilizer Cor-

poration of India. Since the chances of damage in conventional 4-wheelers which are used for piecemeal movement of fertilizers are admittedly there, the Committee would expect the Railways to look into this problem and ensure that defect-free wagons are supplied for loading of fertilizers to prevent wastage and loss of an input like fertilizers which is so vital and precious for a key sector like that of agriculture. (S. No. 47) .

4.39. It has also been represented to the Committee that tank wagons containing petroleum products declared unfit enroute on account of mechanical defects generally suffer heavy detentions on account of delays in arranging transshipments of their contents. The Railways have stated that considering the magnitude of loading, the mechanical defects are negligible compared to a fleet of over 21,000 tanks on the Indian Railways. The Committee desire that more care should be taken by railways in keeping tank wagons in good condition and in the event of defects developing enroute repair facilities and transshipments should be arranged without delay to avoid long detentions. (S. No. 48)

4.40. It has been represented to the Committee that BCXT and CRT wagons are not supplied for carrying food-grains to Assam where rainy season remains from April to October. The other BG wagons are generally very old and unfit for carrying essential commodities. The Ministry of Railways have stated that BCXTs and CRTs which are designed for movement as block rake only and as Assam region has neither terminals with facilities to handle block rakes nor block-rake traffic to offer in return, the movement of food-grains and other essential commodities to that region is normally arranged in conventional wagons. The Committee are not satisfied with this explanation. Railways should not take shelter behind a self-created technical rule to deny a safe and dependable stock of wagons good enough to withstand the natural rigours of rainy season in Assam and other parts of North-eastern region. The Committee feel that Railways have an obligation to make arrangements for safe transportation of essential commodities to North Eastern States and they should discharge this obligation to the satisfaction of the States concerned. (S. No. 49)

CHAPTER V

OPERATIONAL IMPROVEMENTS

A. Line capacity

5.1. Track forms the basic infrastructure of the Railways system at the end of the year 1979-80. The Indian Railways had 60,933 route kilometre of railway lines. This however, represent the aggregate route length and includes the length of the 12,944 route kilometre which have double or multiple tracks. Inclusive of the double or multiple tracks, total length of running track was 75,450 kilometre. Adding the track in yards and sidings, the total length of the track stood at 1,03,906 kilometres.

5.2. With the development of high pay-load Bogie wagons, and replacement of steam locos by more powerful diesel and electric locos and increase in the number and length of trains, the track has been subjected to heavier axle loads, higher density of traffic and operating speeds. During the period from 1950-51 to 1979-80, the average density of traffic (in terms of gross tonne kilometre per running track km. has increased from 4.29 to 8.92 on the Broad Gauge, and from 1.19 to 2.65 on the Metre Gauge. This increased track loading, usage and speeds have necessitated improvement of the track structure and maintenance practices over high density and high speed routes.

5.3. On important routes, track is being strengthened and modernised to enable it to meet with the increasing demands of both passenger and freight traffic. The track modernisation programme consists of provision of better and stronger track structure and adoption of improved methods of maintenance and operational costs and at the same time making rail travel safer even at high speeds contemplated for the future.

Doubling of line

5.4. In an article appearing in a Newspaper a view has been expressed that even if Railways acquired 6 lakh wagons by 1984-85, they do not have the capacity to move them. The Railway cannot go on increasing their wagon holding without a corresponding increase in their capacity to run them. As 80 per cent utilisation, the

Section is considered saturated and additional traffic on such Section leads to diminishing returns in respect of overall wagon mobility. The Committee desired to be furnished with the details of key sections for goods movement and on which the capacity utilisation had reached over saturation point. In a written reply, the Ministry of Railways have stated that the following are some of the vital sections affecting goods movement:

- (1) The main line and the grand chord sections of the Eastern Railway between Asansol and Mughalsarai.
- (2) Mughalsarai-Kanpur-Delhi, and
- (3) Mughalsarai-Lucknow-Amritsar route of Northern Railway.
- (4) The main line of South Eastern Railway between Bilaspur to Tatanagar.
- (5) The North-South route, (the grand trunk route).
- (6) Satna-Cheoki section of Central Railway.
- (7) Delhi-Bombay route on the Central & Western Railways.
- (8) Bombay-Madras route.

The capacity utilisation on all these sections is already between 80 per cent and 100 per cent. The normal saturation point is at 80 per cent utilisation of the capacity.

5.5. The Ministry have agreed with the observation made in a section of the press that "the present symptoms of declining speeds and wagons km. per wagon day and the increase in the turn-round of wagons suggest that the limit in holding of rolling stock has been reached, and before the Railways add more wagons, they should create more capacity...With the main line sections running to almost 100 per cent capacity, there seems no alternative to doubling on a large scale and provision of additional outlets on super-saturated sections." During the 6th Plan, the Railways are proposing to increase the line capacity on all these important trunk routes by doubling and other line capacity works. However, a timely execution of these schemes is subject to the availability of adequate resources.

5.6. During evidence, the Chairman, Railway Board stated that as far as super-saturated sections are concerned, they are already

doubled or in the process of doubling. They were giving them the highest priority. In addition to that they had to come to the stage of running heavier trains which would serve the same purpose.

5.7. In his Budget speech for the year 1981-82, the Minister of Railway has stated that doubling of 1415 km is expected during the 6th Plan. Emphasizing the need for a higher priority for meeting the freight traffic need he stated "our effort is, therefore, being concentrated in creating the infrastructure for running heavier goods trains of upto 4,500 and even 7,500 tonnes hauled by multiple engine consists."

Electrification.

5.8. In his reply to the Budget debate the Railway Minister stated (5th March, 1981) that upto 1-4-80, 4913 route kms was electrified. During the 6th Plan it was proposed to electrify 2800 route km more which meant 50 per cent increase in electrified route. During evidence, the Chairman Railway Board informed the Committee that as the energy costs were going up tremendously they could not depend on diesel. They had very large reserve of low grade coal and thermal Power Station were planned. Therefore, the major thrust was to electrify to the maximum extent possible. This was also the objective of the Planning Commission that the Indian Railways must go ahead with electrification. In a written reply the Ministry of Railways have subsequently stated that about 5000 RKMs are proposed to be electrified in the 7th Plan period. 3564 route kms will be thrown forward to the 8th Plan and completed in the same plan period. For this massive electrification programme an outlay of Rs. 450 crores in 6th Plan and Rs. 750 crores in 7th Plan at 1980 prices is required 36 sections have been broadly identified for electrification during the 6th Plan.

5.9. It was pointed out to the Chairman Railway Board that the completion electrification Project of the DBK Railway line had been delayed for several years and thus the people of the backward area of Bustar district had been deprived of the benefits. The Chairman Railway Board stated that electrification of DBK line had already been completed from Kirandul to Jagdalpur. The work from Jagdalpur to Waltair would be completed by the middle of 1982.

Conversion from MG to BG.

5.10. In a memorandum, the Government of Nagaland have stated that Essential Commodities have been brought to Nagaland

by broad gauge, which runs up to New Bongaigaon and by Metre Gauge upto Dimapur Railway station which is the only railhead in Nagaland. These essential commodities brought by BG upto New Bongaigaon from outside the state are to be transhipped into MG taking very long time. In view of this bottleneck in the movement of railways from BG to MG, it has been strongly suggested that the MG which runs from New Bongaigaon to Dimapur and Dibrugarh may be converted to BG at least upto Dimapur from Gauhati, because BG lines are under completion upto Gauhati.

5.11. In their reply the Ministry of Railways have stated that Railways are aware of the difficulties in movement of goods traffic to the North Eastern States. Bongaigaon-Gauhati gauge conversion project is already in progress. It is proposed to include the conversion of the metre gauge line from Gauhati to Dibrugarh in the new schemes for conversion during the 6th Plan period, subject to the availability of funds.

5.12. In his budget speech on 19 Feb., 1981, the Railway Minister stated "the conversion of 580 km. Gauhati-Dibrugarh section to broad gauge has been included in 1981-82 Budget."

5.13 In a memorandum submitted by a Chamber of Commerce it has been stated that in case of traffic of cement which is quite often allotted to consumer from cement factories located in Southern India having location on MG routes, traffic is unduly delayed in transit points on account of bottleneck on certain MG section and also on transshipment points. Due to non-availability of required wagons, many times goods are lying accumulated at the transshipment centres for a number of days and weeks.

5.14 Dealing with this point, the Ministry have stated in a written reply:

"Cement factories located on the Metre Gauge railway system of Southern India are mainly linked to destinations on the Metre Gauge railway system itself and that too in the Southern States of Kerala, Tamilnadu, Karnataka, Andhra Pradesh and some parts of Maharashtra. Since the movement from these factories is on all Metre Gauge routes, there are no major bottlenecks except on occasional operating restrictions due to congestions either enroute or at the terminals."

5.15. Dealing with the progress of conversion projects, the Chairman, Railway Board, stated in evidence:

“It is the Planning Commission which has to do something in the matter. I submit that everything is dependent upon the availability of resources. Even the on-going schemes, will have to be drastically slowed-down. The question of new schemes being taken up is a far cry. It is a question of the country being able to afford to do certain things.”

5.16. On the question of programme regarding conventions in the context of funds allocation during the 6th Plan, the Chairman Railway Board stated during evidence:

“Conversions will have to be drastically slowed down because there will be just no funds out of this Rs. 5100 crores given to us. In any case, the new Board has got a new thinking on the subject of conversion also. We are of the view that this country cannot afford to spend billions and billions of rupees for conversion and we must keep the conversions to the minimum possible because the world over the metre gauge system is today running higher speed trains than what we are doing on the broad gauge. A wrong psychosis has been created that we must go ahead with conversions and conversion is the only way to improve our railway system. That is not true. The entire freight traffic of Japan is carried on the metre gauge. On the metre gauge, their trains are running at 150 km per hour while, on the broad gauge, my fastest train, the Rajdhani is running only at 130 km per hour. We have slowed down conversion for want of funds. This allocation of only Rs. 5100 crores is going to be a very serious brake on the conversion projects.”

5.17. In his budget speech for 1981-82 (19-2-81) the Railway Minister stated that during the 6th Plan appreciable dent would be made in the backlog of track renewals. Renewal of 14,000 km of track would be achieved during this plan period. As regards conversion the Minister stated, “our thrust should, be to improve our metre gauge services, rather than neglecting or discarding them. Despite the obvious advantages of an uniform gauge, the massive input of resources for gauge conversion is a luxury which a developing country like ours, with perennial constraint on resources, can all afford at this stage. Projects of gauge conversions have, therefore, to be critically evaluated to establish the inescapable need for

such conversions for meeting the transportation requirements and on the basis of adequate financial and economic consideration." The Minister added that the Railway Board was being directed to evolve a proper policy and to work out a perspective plan for gauge conversion projects.

5.18. According to the budget speech during the 6th Plan, to conversion of 935 km from metre gauge to broad gauge is expected.

5.19. During the debate on the Railway budget in Lok Sabha on 28th Feb., 1981 a member pointed out that in certain European Countries the problem of transshipment had been tackled by changing only the wheels of the carriage from MG to BG and *vice versa*. He suggested that this system should be studied with a view to adopting it in the country.

5.20. The Committee are informed that some of the key sections for goods traffic between East and West and North and South have reached a capacity utilisation between 80 and 100 per cent which is distinctly above the saturation point (i.e. 80 per cent utilisation of capacity). The Ministry have agreed that with the main line sections running to such a high capacity, there seems no alternative to doubling on a large scale. It is stated that doubling of 1415 Kilo metres is expected to be done during the Sixth Five Year Plan.

5.21. With 4913 kms. of track already electrified by the end of 1979-80, and with proposals to electrify 2800 kms. in Sixth Five Year Plan and 5000 Kms. in Seventh Plan, a massive electrification programme is being undertaken by the Railways to carry heavier loads at accelerated speeds and thus maximise capacity utilisation of the railway track. The Committee agree that doubling and electrification of railway track on a large scale are two measures which can enhance line capacity and should be pursued vigorously. They would like that the key and saturated sections should be given the highest priority for doubling and electrification. (Sl. No. 51)

5.22. The deployment of high pay-load Bogie wagons, use of diesel and electric locos for faster movement and increase in the number and length of trains would no doubt subject the track to heavier axle loads, higher density of traffic and operating speeds. The Committee are informed that in order to enable the track to withstand heavier and faster traffic, the track is being strengthened and modernised and modern methods of maintenance are being adopted to keep it operational and safe for such traffic. A programme for renewal of 1400 kms. of track is expected to be achieved during 6th Plan. These measures are absolutely essential and should be

implemented systematically in the interest of safe and speedier movement of heavy traffic and for achieving a higher capacity utilisation on the existing tracks. . . (Sl. No. 51)

5.23. The programme for (i) doubling, (ii) electrification and (iii) track renewal and reinforcement are no doubt impressive. In order that these programmes do not fail at implementation level, it is necessary that the Plan targets are broken up into yearly targets, section-wise and zone-wise; designated agencies made responsible for specific projects and the progress watched closely with a view to avoiding slippages. The Committee would like the Railway Board to draw up detailed programme for each such project and mobilise all resources to put it through within a time frame. The Committee would like to be apprised of the action taken in this regard. (Sl. No. 52)

5.24. The Committee would like to point out that heavier payloads, longer trains and faster speeds would require more intensive inspection of track and rolling stock as otherwise the safety of trains is likely to be jeopardised. The Committee cannot over-emphasise the importance of rigorous observance of inspection schedules and other safety measures and they urge that the Railways should not allow any casualness to develop in the field formations on this front. (Sl. No. 53)

5.25. Conversion of MG into BG has been another on going programme to achieve a more smooth and accelerated flow of traffic and higher line capacity. Thirteen conversion projects involving 2800 Kms. are stated to be already on hand and 935 Km. of new conversion projects are expected to be taken up during the Sixth Plan. Conversion of Bongaigaon—Gauhati section is in progress and conversion of Gauhati-Dibrugarh section has been included in the Budget for 1981-82.

5.26. The Committee are informed that for want of funds, conversion schemes have to be kept to the minimum during Sixth Five Year Plan. Even the on-going schemes are likely to be slowed down. In view of the urgent need for augmentation of line capacity in North East Region which heavily depends for its supplies of essential commodities on other parts of the country, the Committee would like that the on going conversion project on Bongaigaon-Gauhati section and the proposed conversion project on Gauhati-Dibrugarh section should be given high priority and executed as fast as possible; and the constraint of funds should not be allowed to stand in the way of their expeditious completion. The Committee expect the Railways to determine inter se priority of other conversion projects after a most careful consideration of all relevant factors

84 RS—5.

and implement them according to a time-bound programme.
 (Sl. No. 54)

5.27. The Committee are informed that the Railways are thinking of an entirely new strategy in regard to the meter-gauge track. Railways are of the view that with adequate inputs, MG railways can render speedy, efficient and economic rail transportation services as is stated to be the experience in several foreign countries like Japan. The Railway Minister observed in the course of his budget speech (19 Feb., 1981) that "our thrust should.....be to improve our MG services, rather than neglecting or discarding them.....Projects of gauge conversions have, therefore, to be critically evaluated to establish the inescapable need for such conversions for meeting the transportation requirements and on the basis of adequate financial and economic considerations." The Committee would like that a detailed and objective study into the practicality and economics of gauge conversion vis-a-vis upgradation of efficiency of MG services be made immediately and a white paper on approach and economics of maximising efficiency of MG services placed before Parliament for a critical evaluation of the new strategy before taking an irretrievable plunge in that direction.
 (Sl. No. 55)

5.28. The Committee take note of the suggestion made in Parliament in the course of debate on Railway Budget that the problem of transshipment from MG to BG and vice-versa can be trackled more efficiently by changing the wheels of wagons as has been done in some of the European countries rather than transferring goods from one wagon to another as is done here. The Committee suggest that the system followed in the European countries may be carefully studied and feasibility of its introduction in our country examined by the Ministry. The Committee are of the view that if the problem of transshipment can be tackled as suggested above, it will be a major break-through to remove bottlenecks of traffic at transshipment points.
 (Sl. No. 56)

5.29. Difficulties in movement of essential commodities like cement produced by factories in the Southern Zone because of their location on MG lines have been brought to the notice of the Committee. The difficulties are particularly experienced at transshipment points, not only on Southern Zone but at transshipment points, in other Zones too. Transshipment is an age-old problem which has been the biggest bottleneck between MG and BG lines. The Committee cannot over-emphasise the need for streamlining the working at transshipment points to avoid delays and losses in the movement of freight traffic.
 (Sl. No. 57)

B. Turn round wagons

5.30. The wagon turn round, which refers with time-log between two successive loadings, since 1951 is given below:—

Year	Wagons turn round (days)	
	BG	MG
1950-51	11.0	N.A.
1955-56	10.5	N.A.
1960-61	11.2	7.2
1965-66	11.8	8.4
1970-71	13.3	10.1
1973-74	15.0	12.5
1974-75	14.6	12.0
1975-76	13.5	11.6
1976-77	13.0	11.1
1977-78	13.3	11.5
1978-79	14.3	12.8
1979-80	15.1	14.1
1980-81 (upto Sept. 80)	16.1	16.1

5.31. Turn-round is a product of the transit time and terminal detentions. Transit time refers to the time taken in the actual journey of the wagon. This is dependent upon the general efficiency in movement of trains. The Railway Board have stated that Railway movements have been adversely affected on account of a number of factors not at all connected with the train operations. Civil disturbances and agitations had serious effect on the movement of trains on the railways. Civil agitation in Assam, communal riots in UP, cane growers agitation in Maharashtra all affected the movement of trains. Less availability of power affected the functioning of the stations, yards and repair depots which have again affected the movement of trains. Cyclonic storms, floods and breaches and such other natural calamities which visited this country during the last two years also affected the railway working. Slow work and agitation by railway staff also affected it.

5.32. The turn-round also increased due to heavy detention to railway wagons in the premises of major users such as Steel Plants, Power Houses, Ports, Fertiliser factories, etc. Asked to indicate the effect of one day's reduction in turn-round, the Ministry have stated in a note (Dec., 1980) that the daily originating loading in 1978-79 23,900 wagons per day with a turn-round of 14.3. At this rate the total requirement of wagons comes to 3,65,709. A reduction, of one day in the turn-round will decrease the requirement to 3,40,121 wagons and will thus result in a saving of 25,588 wagons. It is the constant endeavour of the railway organisation to improve utilisation of the assets at its disposal particularly the wagons by reducing the turn-round. To this very purpose, Railways encourage more and more block rake movement. Segregation of stock with Central Buffer Couplings and with Secrew Couplings has also been implemented with a view to speed up the movement. With the same pupose, higher capacity engines are being deployed, railway electrification and track capacity works etc. are being executed. To cut down the terminal detention, close coordination is being maintained with major users and the controlling Ministries. With the steps taken by railways there has been improvement in loading during November and December, 1980.

5.33. In order to improve turn-round, the Railways have also taken action to lay aside all the overaged and un-economical wagons so that the pressure on yards and side-lines is reduced. With the improvement in the power availability, repairs to wagons have been stepped up. Roller bearing wagons have been segregated to run as "express goods trains" to take care of long haul bulk traffic skirting marshalling yard.

5.34. While these measures have given some results, any sustained or significant improvement in wagon turn-round, according to Railways, will depend on the improvement in the external environmental conditions.

5.35. According to the Ministry the loading capacity is directly affected by the wagon turn round and the wagon turn round is affected by several factors not all of which are within the control of the administration.

5.36. It has been accepted by the Ministry that unless the wagon turn round is reduced, and factors affecting it are kept under control, merely adding wagons on the system is not going to ensure the availability of wagons to the rail users. The Ministry of Railways are trying to seek co-operation of State authorities and other

agencies for controlling the factors which are outside their immediate control.

5.37. During evidence (Jan. 1981) the Chairman Railway Board stated that turn-round of "13 days was achieved during emergency when we had the best of conditions. But we should be able to achieve. Our target is 13 days and 11 days for B.G. and M.G." The witness added that in certain stream they were even now having 10 days turn-round because they had developed an express freight stream and this had resulted in loading of 5,000 additional wagons in the month of January, 1981 as compared with the previous month.

5.38. Referring to the improvement in loading during the last few months, the Railway Minister stated during budget speech (19 Feb., 1981) that during Nov., 1980, Dec., 1980 and Jan., 1981, the daily average loading was more than the average of the first seven months by 1383 wagons, 3879 wagons and 4742 wagons respectively.

5.39. The wagon turn-round the time log between two successive loadings—is an important index of railways efficiency. The increase in turn-round is indicative of decline in efficiency in utilisation of wagons. The wagon turn-round, it is seen, has increased from 11.2 days in 1960-61 to an all time high of 16.1 days in 1980-81 (upto September, 1980) on BG and from 7.2 days to 16.1 days on MG over the same period. The Committee regret that even though the turn-round has been deteriorating from year to year, nothing could be done to arrest the decline in wagon movement all these years. (Sl. No. 58)

5.40. The turn-round is the product of transit time and terminal detentions. Even a single day's increase in turn-round has a far reaching effect on national economy and railway finance. For example, in 1978-79, a reduction of one day's turn-round would have meant availability of 25588 more wagons for loading. While the civil disturbances and agitations, power shortage and nautarl calamities which contributed to the deteriorating wagon turn-round are no doubt not within the control of the Railways, the Railways cannot fully escape responsibility of for internal factors like slow work and low efficiency of the railway staff which contributed in no small measures to the sluggishness in the operational efficiency. The Committee expect the railways to at least keep the internal factors under control so as not to allow them to effect the wagon turn-round position adversely. (Sl. No. 59)

5.41. The Committee take note of the steps taken by Railways to improve efficiency of wagon movement like more and more block rake movement, segregation of wagon stock with central buffer coupling to run "express goods trains", use of higher capacity engines, cutting down of terminal detentions, etc. etc. As a result of these steps, it is stated, that wagon movement has shown considerable improvement so much so that in January, 1981 about 5,000 more wagons were loaded every day than in the previous months of 1980-81. The Committee are glad to know of the improvement affected by Railways during the last few months. The Committee would like the Railways not to relent on this front till they regain the loading efficiency of 1976-77 when the wagon turn-round was 13 days for BG and 11.1 days for MG. (Sl. No. 60)

5.42. The Committee would like to emphasise the fact that unless the wagon turn-round is reduced and external factors affecting it are got under control, merely adding wagons on the system is not going to ensure the availability of wagons to rail users. The Committee would like that in this task they should seek active cooperation of State authorities and other agencies for controlling factors which are outside the Railways' immediate control.

(Sl. No. 61)

C. Speedy movement of Goods Trains

5.43. It has been represented to the Committee that previously it used to take 15 days for railway wagons booked in Agra (UP) to reach Berhampur. Now a days it takes more than one month. In order to restore normalcy, they suggested wagons carrying essential commodities should be specially marked and earmarked for quick transport without any break in journey.

5.44. It has been suggested that undue delay occurs in transport of goods booked. The suggestion is that a time limit should be fixed within which all goods booked for transport by the Railways should be cleared. If delay occurs beyond the prescribed limit the Railways authorities should enquire into the reasons of such delay and necessary corrective action taken from time to time.

5.45. The Ministry of Railways have stated that the unit of movement on the Railways is a train load. Wherever the movement is in a block rake, the train moves from the originating station to destination station without any break in journey. During evidence, the Chairman Railway Board stated that as far as essential commodities was concerned, the Railways moved 95 per cent

of them in rakes. Railways were able to monitor the rake movement more easily than in the case of piecemeal movement of items and there was no delay. As far as piecemeal traffic is concerned, the Ministry have stated that these wagons have to be collected in various yards to make a full train load. The movement of such wagons is therefore from Yard to Yard and involves break in journey. The Railways have been making constant endeavours to ensure that the goods tendered to them for carriage are transported without any undue delay. But despite that, there are occasions when delay takes place on account of multiplicity of factors, many of which are not within the control of the Railways. While it is difficult to prescribe any definite time limit for the transportation of goods to the destinations, the Railways do enquire into the cases of undue transit delay and take necessary corrective action.

QUICK TRANSIT SERVICE:

5.46. Between certain important pairs of points, the Railways have introduced Quick Transit Services, which guarantee arrival of goods at destination within the time limit notified for particular pairs of points. Consignments booked under this scheme are cleared by Super Express/nominated goods trains on recovery of prescribed charges called the Quick Transit Service charge, in addition to the freight charges. Where the consignments booked under this scheme do not reach the destination within the prescribed time, the Quick Transit Service charge is not collected.

5.47. Railways review the working of the OTS services from time to time and introduce QTS fresh routes wherever justification exists, depending on the volume of the traffic.

5.48. The demands for extending the QTS to new sections are considered by the Railways from time to time keeping in view the traffic justification for the same. Similarly, the frequency of these services, viz., daily, bi-weekly, weekly etc. is based upon the quantum of traffic offering and availability of resources at the disposal of the Railways.

5.49. During evidence the Chairman, Railway Board stated that Railways were progressively increasing the number of QTS Services, when there was demand from the mercantile community.

5.50. Delays in movement of goods to destinations have been pointed out to the Committee by private organisations. The Committee have been informed that in case of movement of goods in block rakes Railways are able to monitor the movement and there

was no break of journey or delay. 95 per cent of the essential commodities were at present moved by Railways in block rakes. But in case of piecemeal traffic of goods in spite of the fact that railways are making constant endeavours that goods are transported without any undue delays, delays do take place due to multiplicity of factors, many of which are not within the control of railways. According to the Ministry while it is difficult to prescribe definite time limit for transportation of goods to destinations, Railways do enquire into cases of undue transit delay and take necessary action. The Committee feel that even in case of piecemeal movement of goods, if some flexible norms for movement of goods after booking and for their reaching the destinations after they leave the originating points, could be laid down in broad terms without any penal consequences, a sense of urgency would be imparted in field and operating staff and an all-round efficiency could be achieved. This could be tried on selected sections on an experimental basis in the first instance. (Sl. No. 62)

5.51. The Committee are informed that railways have introduced Quick Transport Services between certain important pairs of points which guarantee arrival of goods at destinations within notified time limits. The Committee feel that Quick Transport Service has the potential of eliminating transit delays even in the case of piecemeal consignments. They would like the Railways to extend such services to more and more sections where traffic justifies.

(Sl. No. 63)

D. Super Fast Trains and Goods Services

5.52. A view has been expressed in an article (Financial Express, 4.12. 1980) that wide margin in the speeds of trains on a given section tends to reduce capacity. A super fast train, it is stated, results in the reduction of goods trains from 5 to 3.5 and reduces the loading capacity of Railways by as much as 6-8000 tonnes per day on certain routes.

5.53. The Ministry of Railways have stated that whereas it can be theoretically stated that a super fast train leads to a loss of 2-3 paths of goods trains, it has to be appreciated that running of any fast trains, even an ordinary mail/express train, would result in detention to slower trains and specially goods train. In case of mail/express trains, it is generally considered that 2 paths are lost for goods operation for each such train. These theoretical calculations may not reflect the true operating conditions in that such detentions:

are inherent in operation of different types of services with speed differences.

5.54. At the time of introduction of each of the additional train services, various aspects of availability of resources like line capacity, terminal facilities, rolling stock, etc. are gone into in great detail.

5.55 During evidence, the Chairman, Railway Board stated that "In a country of our dimensions, you have to have super fast trains. It also goes without saying that unless the difference between the speeds of super fast trains and goods trains is reduced, the damage will be more and more. There are two aspects, one is to increase the speed and have a wagon fleet which will be able to move faster and keep more or less parallel to the super fast trains. The Second is not to plunge heading into super fast trains, but to run longer trains by double heading them. We are trying to make them double-headed, because it is more economical. The two engines are driven by one driver. There will be less wear and tear of the track."

Speed: . . .

5.56. Explaining the action proposed to be taken to increase the speed of goods train, the witness stated that "our goods trains run at a maximum speed of 75 k.p.h. with the new orders we are going to place, we are going to increase it to 90 k.p.h. as against the maximum of 100 k.p.h. for our fast passenger trains, except Rajdhani and one or two other trains where it is 120 k.p.h. We require a different braking system." The witness added that 8-wheelers are capable of running faster than 4-wheelers. At present 50 per cent of the wagons ordered were 8-wheelers and then future plan was to order only 8-wheelers. They were trying to improve their brake power, so that these could run upto 90 k.p.h.

5.57. A view has been expressed that Super Fast trains have resulted in the reduction in the number of goods train. The Ministry of Railways have conceded that speaking theoretically, not only a super fast train leads to a loss of 2-3 paths of goods train, but any fast train even an ordinary mail/express would result in detention of slower trains especially goods trains. At the time of introduction of each additional train, various aspects of availability of resources like line capacity, terminal facilities, rolling stock etc. are gone into in great detail. The Committee appreciate the views of the Ministry of Railways in regard to the need for Super Fast passenger trains. The Committee are also of the view that the solution to the problem

lies not in discontinuing or reducing the number of Super Fast passenger trains which are essential in a vast country like India, but in speeding up the goods trains so as to reduce the speed differential between goods trains and fast passenger trains. The Committee welcome the steps being taken by Railways to introduce new 8-wheeler wagons with better braking system with a view to accelerating the speed of goods trains from a maximum of 75 k.p.h. as at present to 90 k.p.h. which will be very close the maximum speed of 100 k.p.h. of most of the fast passenger trains. The Committee would watch how speedily the Railways succeed in speeding up the goods trains to the desired level so as to minimise their detentions en route because of fast passenger trains. The Committee would, however, like to sound a word of caution that, while speeding up goods trains, adequate measures should be taken to ensure safety of traffic. (Sl. No. 64).

5.58. In this context, the Committee take note of the new approach of the Railways under which, instead of increasing the number of super-fast passenger trains, they would like to run longer passenger services by double-heading them. (Sl. No. 65).

E. Movement in North Eastern Region

5.59. It has been stated in a memorandum furnished by a Government of Assam that Assam being situated at the extreme eastern end of the country and all the essential commodities are required to be transported from different parts of India to Assam, there should be a machinery to ensure availability of adequate numbers of empty stocks at the booking stations and also effective monitoring on speedy movement of wagons containing essential commodities, on transit, over the railway systems.

5.60 It has been stated by the Ministry of Railways that the movement to N. F. Railway covering Assam and other North Eastern States is specially monitored by the Director Movement (Railways)-an officer of the Railway Board posted at Calcutta. It may also be mentioned that on the Railways, the outstanding demand for any region and in the case of Assam and other North Eastern States, the outstanding demand for *via* Farakka and *via* Katihar is being monitored on day to day basis. This demand is reflected in the daily stock position and wagon supply is arranged depending upon the seniority and priority of indents shown in that position. The outstanding demands are also monitored regularly at the level of zonal railways. Loading for Assam and other N. E. States can be stepped up provided the local problems arising out of the continued civil

agitation are sorted out. The main constraints on movement to Assam and other North Eastern States are local constraints and not the availability of wagons or the need for a monitoring machinery.

5.61. While taking note of the special monitoring arrangements made by Railways to watch movement of essential goods to N. E. F. Railways, the Committee wish to emphasize that because of their geographical situation coupled with dependence on other parts of the country for supply of most of the essential commodities, Assam and other North Eastern States deserve and should be shown special consideration in the matter of railways freight services. They would suggest that the Railway Board should, through the special officer posted at Calcutta, maintain constant liaison with these states with a view to resolving their difficulties in this regard. (Sl. No. 66).

F. Loading/Unloading Facilities .

5.62. Some State Governments and Food Corporation of India have represented to the Committee about the need for improvement of loading/unloading facilities at Railway Stations in the wake of introduction of rake-load movement of essential commodities.

5.63. Food Corporation of India have suggested that apart from developing loading facilities for full rakes at the various loading points, it is also necessary for the railways to develop facilities of full rake handling/unloading at the various destination points. This will facilitate speedy movement of foodgrains and fertilisers. Ministry of Railways have agreed with the suggestion given by the Food Corporation of India for development of the terminals for handling movement of foodgrains and fertilizer in block rakes. For this purpose, Food Corporation of India has been asked to indicate the stations from which the loading will be done and also the terminals to which booking will be done. To the extent the loading points have emerged as a matter of practice over the years, Railways have already taken steps to improve these terminals.

5.64. The Government of West Bengal have stated that facilities to handle full rakes are not available at a large number of stations. For the items handled by the Essential Commodities supply Corporation of the State, goods-shed facilities need to be developed at Shalimar, Kalaikunda and Rangapani, Improvement of the sheds is necessary at Chitpur and Cossipur Road. In reply the Ministry of Railways have stated that the terminal facilities provided at the important goods sheds are continuously reviewed by the Railways on the basis of volume of both inward and outward traffic and the

proposals for additional facilities wherever found justified are processed through annual Works Programme depending on the availability of funds and the relative importance of the facility required.

5.65. As regards the specific mention made about goods shed facilities at Shalimar Kalaikunda, Rangapani, Chitpur and Cossipur Road, the Zonal Railways concerned have been advised to carry out a review of the facilities available there and take remedial action wherever justified on a programmed basis.

5.66. Government of Bihar have also stated that at most of the places facilities for rake loading for unloading are not available. Such difficulties have been mainly experienced in case of foodgrains movement on account of Food Corporation of India from North India to stations like Daltanganj, Sasaram, Kodarma, Hazaribagh Road, Jasidih, Jamui, Buxar and Gaya stations in Bihar State. In a written reply the Ministry of Railways have stated that apart from single point destinations block rakes of foodgrains are also moved to two points destinations to suit the terminal facilities. Gaya is a full rake station and has been handling rakes of foodgrains. Daltanganj, Sasaram, Kodarma, Hazaribagh Road, Jasidih; Jamui & Buxar are half rake points. Full-rakes or two point rakes are sent to stations only after consultation with the FCI whether they have facilities to handle the same. The difficulties which sometimes arise are on account of shortage of diesel or trucks, or labour trouble etc.

5.67. During the Committee's tour in January, 1981, it was also represented by non-officials that since the introduction of rake loading system for bulk commodities, the consigners are finding the present length of sidings totally inadequate. The result is that wagons have to be brought to the sidings in batches and after loading pushed off on loop line batch. This takes a longer time than is necessary.

5.68. The Chairman, Railway Board have stated that Railways have a list of stations on an all-India basis where rakes can be loaded. As far as foodgrains from Punjab are concerned, the Food Corporation of India which are the main loader of foodgrains are in constant touch with Railways. At all the big stations sidings had been developed and there was no difficulty. But if Food Corporation of India want more sidings Railways could go in for them. For unloading, Food Corporation of India have their own sidings. The Chairman (Railway Board) have added that Railways want to

develop more and more stations. It depends on the total amount of traffic. Railways could not afford to have sidings where there is no much work.

5.69. Government of Assam have stated that only the stations like Gauhati, Chinamara, Hojai where the Food Corporation of India has got their siding facilities attached to the godowns have got no difficulties in handling the wagons containing foodgrains. But other stations over N.F. Railway where the incoming traffic for essential commodities is high have got inadequate goods-sheds and covered area for which lot of difficulties are being experienced to handle the wagons from time to time. The difficulties are enhanced during the rainy season in loading and unloading the foodgrains, in particular at all these stations. The Ministry of Railways have stated that covered shed accommodation is provided at stations keeping in view the quantum and the type of traffic dealt with at the station. In the base of inward traffic, the covered accommodation is provided equivalent to three times the floor area of the average number of inward wagons dealt with for commodities requiring covered accommodation and in the case of outward traffic, equivalent to the floor area of the average number of outward wagons loaded per day with commodities requiring covered accommodation.

5.70. Since the provision of covered shed accommodation varies in respect of each station depending on factors, like quantum of traffic handled, types of commodities dealt with, the pattern of removal of consignments from the station and the relative importance of the station concerned, these facilities are provided on a programmed basis wherever found justified subject to the availability of funds.

5.71. The provision of covered shed accommodation in goods sheds is a continuous process and the subject is kept under constant review by the zonal railways.

5.72. The Delhi Administration have stated that facilities at stations/siding of Shakurbasti is far from satisfactory and placing capacity at siding is inadequate inspite of the fact that loading/unloading of cement is being carried round the clock. At Okhla siding loose cement is received for further distribution in drums/silos. The Railways authorities have been asked to augment the placing capacity of Railway siding, so that the neighbouring land has been levelled up and the capacity of the platform is expected to be increased. The Ministry of Railways have stated that the need for augmenting the rail infrastructure in the metre gauge section of the Shakurbasti station has been accepted by the Railway and

additional facilities at a cost of Rs. 31.67 lakhs have been sanctioned in the Works Programme for 1980-81. As regards the Okhla siding, prima facie some minor inputs are required to improve the handling capacity and proposals in this regard are under examination.

5.73. It has been brought to the notice of the Committee during their tour to Eastern Section that railways allow about 5—8 hours free loading time for loading a rake. This time, it is stated, is hardly sufficient to complete the loading. It has been further stated that the pilot engine comes at the appointed time to collect the loaded wagons but if even one or two of the wagons are not loaded when the engine comes, the engine returns without the loaded wagons and the consignors are required to pay demurrage on the entire rake left behind. This is besides the delay that is caused in the despatch of coal to priority sectors. It was stated that if only two more hours could be allotted for loading of coal wagons, the entire work could be completed and the delays and demurrage could be avoided. It has further been stated that various time studies carried out at the collieries along with the representatives of the railways have proved the inadequacy of the present free loading time allowed by the railways. A similar study is stated to have been made at Kathara Washery. This point is stated to have been appreciated by the Inter-Ministerial Committee on loading of coal to the Power Stations and this Committee is reported to have recommended enhancement of the free loading time.

5.74. Besides, it is stated, there is an anomaly in the free time given to load a rake of 21 boxes and a rake of 75 KCs.

5.75. During evidence, the Chairman Railway Board stated that a sample study would reveal that in more than 90 per cent of the cases, the time actually available to the colliery was more than the free time. But they did not want to change the rules because that would again slacken them and lead to further inefficiency. When it was pointed out that according to collieries two hours out of the free loading time was taken for checking the soundness of the wagon, the witness replied that if a wagon was unfit for loading and if it was left empty, the Railways had to draw it out and no penalty was involved.

5.76. In another Memorandum, it has been stated that segregation of sick wagons is done by the Railways in the consignors' time. In a written reply the Ministry of Railways have stated that the time taken in shunting and segregation of sick/damaged wagons is not included in the permissible hours of free time allowed for loading/unloading of wagons.

5.77. In a memorandum by a Chamber of Commerce it has been stated that Calicut goods shed has meagre unloading facilities and at a time can unload 20 to 25 wagons whereas daily arrivals is more than 100 wagons. At a time 25 wagons are placed on the line for unloading and immediately the next set of wagons are placed without considering the availability of the space for unloading. The balance of the loaded wagons lie on the line itself for which railways collect huge wharfage and demurrage charges from the merchants for no fault of theirs. In the reply, the Ministry of Railways have stated that the unloading facilities provided at Calicut Goods shed are more than adequate to coal with the level of traffic handled at this station. Against a capacity of handling 74 wagons the average daily traffic handled at this goods shed is only 45 wagons. Demurrage charges are recovered from merchants only when the wagons are detained due to their fault.

5.78. During evidence the Chairman, Railway Board stated that the Railways could not cater for capacity at every terminal according to the maximum arrival. That would be frittering away the resources of the nation. They had to develop capacity on the overall and strike a balance. And then if there was any dearth of capacity at any terminal perpetually, they would develop the primary capacity there. Railways place only such number of wagons for unloading as per capacity, and the remaining wagons remain outside and there is no demurrage leviable on them.

5.79. In a memorandum submitted by a loading Chamber of Commerce it has been represented to the Committee that even when the delay in unloading|clearance of goods is not attributable to the customer, the Railways insist on charging demurrage and wharfage.

5.80. In a written reply, the Ministry of Railways have stated that demurrage is charged for causing detention to wagons beyond the permissible free time allowed for loading and unloading consignments after they are placed in position. Similarly, wharfage is charged for delay in removal of consignments from railway premises after the expiry of free time. These charges are levied in order to curb the tendency on the part of the trade to use wagons and railway premises as warehouses.

5.81. Delay in loading and unloading of wagons and removal of consignments from railway premises may be due to a variety of reasons. Non receipt of R.R. by the consignee due to Postal irregularities, Bank and Postal strike, labour unrest and natural calamities like floods, etc. are some of the reasons which may not be attributable to the customer entirely.

5.82. Although in such cases the parties may not be directly responsible for causing deliberate hold-up of wagons or delay in removal of consignments from railway premises, the fact, remains that the wagons suffer detention and there is congestion in the terminals. Consequently demurrage and wharfage charges legitimately accrue.

5.83. However, these charges can be waived or refunded wherever there is a legitimate ground for doing so, considering the merits and circumstances of each case. Full powers have been delegated to the General Managers of the Zonal Railways for waiving/refunding these charges. These powers have been further delegated to the field officers so as to enable the customers to seek quick redressal.

5.84. Reports have reached the Committee from state Governments of Assam, Bihar, West Bengal and Delhi and from Food Corporation of India and certain private sector organisations that, consequent upon the introduction of block rake movement of bulk commodities by the Railways loading and unloading facilities at a number of points have been found to be too, inadequate to permit handling of rake loads. Shalimar, Kalaikunda, Rangapani, Chitpur and Cossipur Road in West Bengal, Daltenganj, Sasaram, Kodarma, Hazaribagh Road, Jasidih, Jamui, Buxar and Gaya Stations in Bihar, Gauhati, Chinamara and Hojai in Assam, and Shakurbasti and Okhla in Delhi are some of the stations where handling facilities are reported to be inadequate by the state Governments. The Ministry of Railways have agreed to the need for development of handling facilities at stations which have to deal with rake loads on a regular basis. The Committee feel that with the introduction of the new system of block rake movement of freight, it is necessary for the Railways to get in touch with the various official and non-official agencies connected with bulk movement and take stock of the handling facilities in each state with a view to drawing up a list of stations where such facilities are inadequate and require augmentation. The Committee would recommend that a survey on these lines be made and a programme to develop loading|unloading facilities at selected stations be drawn up and implemented in phases. (Sl. No. 67)

5.85. A list of Stations on all-India basis where facilities for handling rake loads exist are available with the Railways. The Committee would like this list to be published for the information and benefit of state Governments, public sector undertakings and non-officials organisations concerned with bulk movements of commodities. (Sl. No. 68)

5.86. The need for providing adequate goods sheds and covered area at some Stations have also been pointed by the Government of

Assam in view of the difficulties experienced by them in handling wagons containing foodgrains particularly during rainy season. The Committee are not satisfied with the routine explanation of the Ministry of Railways that provision of covered shed accommodation is a continuance process and kept under constant review by the Zonal Railways. The Committee feel that needs for covered storage space at stations located in highly wet zones deserve to be considered and met on a priority basis. The Committee would expect the Railways to take an early action in the matter. (Sl. No. 69)

5.87. It has been brought to the notice of the Committee that the present free loading time of 5 to 8 hours given to the collieries for loading of coal is insufficient. The Committee are informed that studies carried out at collieries and a washery have testified to the inadequacy of the present free loading time. This point is stated to have been appreciated by an Inter-Ministerial Committee on Loading of Coal to Power Stations and that Committee are reported to have recommended enhancement of free loading time. The Committee were informed during evidence that the time actually given for coal loading was more than the free time allowed in most cases but the railways did not want to change the rules because that would slacken loading operations and lead to further inefficiency. The Committee are not satisfied with this explanation. They desire that the Ministry of Railways should review the free loading time allowed to collieries and make it more realistic with due safeguards against undue advantage being taken of the liberalised rules by any colliery. (Sl. No. 70).

5.88. The Committee are informed that the time taken in shunting and segregation of sick/damaged wagons is not included in the free time given for loading or unloading of wagons though consigners, it appears, think otherwise. The Committee desire that the Ministry should give due publicity to this concessions to allay the consigners' misgivings. (Sl. No. 71).

5.89. A Chamber of Commerce has represented that loading and unloading facilities provided at Calicut goods shed are not adequate in as much as against the daily arrival of 100) wagons, the shed cannot handle more than 20 to 25 wagons at a time. According to the Ministry against a capacity of handling 74 wagons the "average" daily traffic handled at this goods shed is only 45. While the Committee agree that the capacity need not be developed on the basis of maximum arrivals, they feel that the rule of "average" is also likely to present a distorted picture of the demand and availability and can prove to be misleading in dealing with prac-

tical problems. The Committee desire that capacity at the goods shed at Calicut may be reviewed from pragmatic angle and necessary steps taken to augment the capacity, if so warranted by the traffic. (Sl. No. 72).

5.90. The Committee are glad to note that Railways do not take a rigid view of hold-up of wagons or delays in removal of consignments from railways premises beyond the permissible time and do not levy demurrage or wherfage in a blind application of rules. Where circumstances warrant after consideration of a case on merit, the demurrage or wherfage charges are refunded or waived by the competent authorities. If the correct position could be made known to those who should know it, it will be appreciated by them. (Sl. N. 73).

G. Computerisation of management and control of wagon movement

5.91. It is stated in an article that the allotment of wagons continues to be done by the very old fashioned system of operational officers keeping in touch with each other through the internal telephone systems and computers are not used for management and operational control and movement of wagons. The Committee desired to know the approach of the Railways towards computerisation of management and control of wagon movement all over the country.

5.92. In a written reply, the Ministry of Railways have stated that Indian Railways own Thirteen IBM 2nd generation Computers. These are installed in the nine Zonal Railways headquarters three Production Units and one in the Railway Board. While the Zonal Railways' Computers are being used primarily for freight accountal Inventory Control and Pay Roll, the Production Unit Computers are being used for the jobs like Production Control, Inventory Control and Pay Roll etc. It is only in the Railway Board Computer Centre that the data pertaining to movement of wagons is being processed. This computer, being a 2nd generation processing system, does not enable any real time control on the movement of wagons. Information pertaining to the interchange of the wagons is received from 52 reporting points on the Indian Railways (only B.G. System) through teleprinter network. With the help of this data daily reports pertaining to wagon holdings of the Railways as also their interchange are prepared for the use of the Transportation Directorate. Since the whole process is done in batch-processing mode, there is considerable time lag between the occurrence of the event and its being recorded on the computer with the net result that these

reports are generally 5 to 6 days behind time. These are used primarily for taking *post facto* corrective measures. The existing configuration of computers on the Railways is incapable of handling management and control of movement and allotment of wagons.

5.93. Railways are seriously considering switching over to the use of 3rd/4th generation computers as in-vogue in most of the modern railway systems in the world. For this a task force was set-up in 1977 which tendered its report in the same year. Another team was sent abroad in 1980 to study the systems in some of the advanced countries of the West namely USA, Canada, U.K. and France etc. This team has tendered its report alongwith its recommendation and the same is under study to formulate the future course of action in the field of deciding on the type of computers, the nature of applications and the manner of implementation of the computerisation.

5.94. The Chairman Railway Board stated during evidence that "Computerisation is a very expensive thing. So, we are not in a hurry about computerisation of wagons control because we find that our present system is efficient enough to deal with the fleet we have. But it is in our plan and we are now even discussing with the World Bank on the infrastructure that is required. We need several years for computerisation. The basic infrastructure is Communication, telephone links and all that computerisation in other sectors, we consider more essential, like wagon manufacture, control, component control, inventory control. This will go first, before we go to the allotment of wagons through a computer and we can not go headlongs into computerisation."

.. 5.95. The Committee find that the existing configuration of computers on the Indian Railways is incapable of handling management and control of movement and allotment of wagons. The Railways are seriously considering switching over to the 3rd/4th generation computers as in vogue in most of the modern railway system in the World. The Report of the Task Force which made a report on the subject in 1977 and the report of study team which studied the systems in some of the Western Countries in 1980 are under study to formulate future course of action in the field of deciding on the types of computer, the nature of applications and the manner of implementation of computerisation. According to the Ministry they are not in a hurry about computerisation of wagon control. They consider computerisation more essential first in other sectors like wagon manufacture control, component control, inventory control etc. The Committee would like to be informed of the decision taken in the matter. .. (Sl. No. 74).

H. Reorganisation of Divisions

5.96. In his budget speech for the year 1980-81 the Minister of Railways stated (June 1980) that "over the years, the workload on some of the Divisions has increased considerably. To ensure better operations and a more effective liaison with trade and the State Governments, reorganisation of some of the Divisions has now become necessary. Accordingly, provision is being made in this year's Budget for setting up of new Divisional offices at Bangalore and Bhopal and for splitting up of the existing Delhi Division."

5.97. The Committee desired to know the follow up action taken in this regard. In a written reply, the Ministry of Railways have stated (Feb., 1981), "The jurisdiction of these three new divisions has since been finalized keeping in view the optimal operational efficiency and needs of the rail users. The preparation and processing of the project reports in close consultation with the zonal Railways is being progressed. Detailed estimates for the infrastructure needed to make the divisions functioning are also under preparation. The works/modalities connected with the setting up of the divisions shall be taken up commensurate with the availability of funds.*

5.98. The Committee regret to note that even though more than a year has elapsed since the policy decision to open new Divisional headquarters at Bangalore and Bhopal and splitting up of Delhi Division was announced, the Railway Board are still not ready to establish the Divisions. The Committee feel that in order to ensure better operations and a more effective liaison with trade and state Governments", the twin objectives behind the aforesaid decision the reorganisation and establishment of the Divisions should be brought about without any further delay. (Sl. No. 75).

* The Ministry of Railways informed the Committee at the time of factual verification that the Minister of Railways would lay the foundation stone of Bhopal Division on 8-4-81. (subsequently, it was learnt that the Foundation stone had been laid on 8 April 1981.)

Establishment of the Division will be progressed commensurate with the availability of funds

It is expected that some similar functions to mark the opening of the other two Divisions will also be organised in the near future.

CHAPTER VI

LOSSES

6.1. A Statement showing commodity-wise amount of compensation paid on account of loss/theft, pilferage, breakage, leakage, damage by wet, delay in transit, etc. of consignments by all Indian Railways during 1975-76 to 1979-80 in respect of 18 essential commodities for which Railways maintain statistics is given below:

(In lakhs of rupees)

Commodities	1975-76	1976-77	1977-78	1978-79	1979-80
1. Coal and coke	131.38	170.36	165.82	130.86	177.09
2. Motor Cars/Motor Cycles and parts	10.20	9.62	10.68	8.29	6.55
3. Piecegoods including woollen textiles	75.49	62.03	65.08	47.54	36.45
4. Medicines	5.22	4.38	4.81	3.06	3.44
5. Foodgrains & Pulses	347.90	266.08	239.65	218.45	260.73
6. Oilseeds	95.54	62.51	54.30	51.81	38.47
7. Vegetables & Other edible oils	30.56	30.60	33.48	36.41	22.89
8. Iron & Steel	95.63	84.58	111.71	76.92	57.11
9. Paper	5.30	5.22	6.67	5.54	4.90
10. P.O.L.	41.49	52.61	61.30	37.39	24.91
11. Cotton raw	1.44	1.51	3.16	2.16	1.48
12. Jute raw	20.20	18.54	13.48	9.19	8.51
13. Jute Manufactured	2.27	3.39	1.89	1.77	1.36
14. Chemical Manures	29.72	24.86	34.72	35.38	24.01
15. Cement	19.58	29.45	31.23	29.17	19.52
16. Matches	8.00	5.88	6.75	4.37	4.47
17. Electrical Appliances	6.58	6.62	8.94	5.60	5.56
18. Tea	54.11	48.43	42.97	3.80	18.62

6. Various steps taken by Railways to prevent loss, theft, pilferage etc. of consignments are given below:—

1. Proper marking, addressing and labelling of packages to prevent the consignments from going astray.
2. Selecting commercially fit wagons for loading commodities,
3. using water-tight wagons for carriage of commodities susceptible to damage by wet;
4. emphasis on proper maintenance of wagons to minimise incidence of sickness of wagons resulting in detention and transshipment as also damage by wet and pilferage through doors and body-holes;
5. panel patching of wagons in sick lines, yards and goods-sheds to reduce the circulation of body-cut wagons;
6. special precautions during monsoon season to prevent damage by wet. Railways set up a special organisation over and above the normal organisation for carrying out repairs to leaky roofs and side panels of wagons during the monsoon period;
7. use of bituminised gunny strips or mixture of cement and grease on flap door crevices of covered wagons to prevent rain water beating in;
8. insistence on provision of damage bags to protect flap doors in case of wagon-lead consignments of vulnerable commodities like sugar, grains, pulses, oil-seeds, etc.;
9. use of nuts and bolts on the doors of the wagons loaded with valuable goods;
10. escorting of goods trains carrying iron and steel, foodgrains sugar, oilseeds, etc., by Railway Protection Force armed personnel over vulnerable sections;
11. patrolling by armed Railway Protection Force personnel in vulnerable yards;
12. collection of crime intelligence and conducting of surprise raids by the staff of the Crime Intelligence of the Railways as well as Central Crime Bureau, Railway Board, with a view to tracking down criminals and receivers of stolen goods;

13. maintenance of close coordination between Government Railway Police, Railway Protection Force and Railway Staff;
 14. proper supervision and careful tallying of packages during loading and unloading operations;
 15. intensified supervision at break-of-gauge transshipment points and repacking points;
 16. prompt fixation of staff responsibility;
 17. check up of Damage and Deficiency messages issued by destination stations and preparation of test vans to detect fictitious Damage and Deficiency Messages; and
 18. Monitoring of unconnected consignments lying at stations.
- 6.3. According to the Ministry of Railways, as a result of steps taken, the amount of compensation paid on all commodities has come down as the following figures will indicate:—

Year	Amount of compensation paid (in crores of rupees)
1975-76	15.25
1976-77	13.56
1977-78	14.24
1978-79	12.25
1979-80	11.50

6.4. In a memorandum, it has been stated:—

- (i) The loss of coal in the course of rail transport ranges between 10 to 40 per cent.
- (ii) There are cases of non-delivery of wagons of coal, where the wagons have vanished completely.
- (iii) Reweighment of consignments is not permitted on one ground or the other, though the Railway administration had agreed to one time that reweighment will be permitted at destination stations.

6.5. In a written reply, the Ministry of Railways have stated that Statistics of coal lost during transit by rail are not maintained. However, a table showing the amount of compensation paid on

account of loss, theft, pilferage, etc., of coal and coke, total tonnes carried by rail and freight earnings there from during the years 1977-78, 1978-79 and 1979-80 is given below.—

Year	Amount of compensation paid (in crores of Rs.)	Tonnes originating (in millions)	Freight Earning (In crores of Rs.)
1977-78	1.66	69.157	289.280
1978-79	1.31	64.098	262.09
1979-80	1.70	61.965	278.048

It would be seen from the above table that the amount of compensation paid in respect of coal and coke forms a very small percentage of the total value of coal and coke carried by rail. Similarly, the amount of compensation paid for coal and coke forms a small percentage of the freight earnings of the commodity

6.6 It needs to be mentioned here that the total amount of compensation paid in respect of coal and coke also includes compensation paid in cases of non-delivery where the consignments having got unconnected, are sold by public auction.

6.7. During evidence, the Chairman Railway Board stated that transit losses ranged between 1 per cent and 3 per cent.

6.8 It is not correct that there are cases of non-delivery of wagons of coal where the wagons have vanished completely. Cases of non-delivery of coal wagons arise mainly out of the following factors:—

- (a) Diversion to other parties in the overall interest of the national economy.
- (b) Interception by the Railways for departmental use.
- (c) wagons getting unconnected.

6.9. While in the cases mentioned under (a) and (b), the wagons diverted/intercepted are easily linked with the original booking

particulars, it is difficult to do so in the cases of unconnected consignments. The unconnected consignments of coal are disposed of either by match delivery against outstanding Railway Receipts or by delivery against pending claims or by using them departmentally or by public auction. . .

6.10. Reweighment under the existing rules coal and coke booked at owners' risk are not reweighed. However, in exceptional circumstances reweighment of coal wagons is allowed under orders of competent authority provided shortage is very heavy and facilities for reweighment of coal wagons are available.

6.11. In the case of coal wagons, reweighment entails considerable detention to stock thereby reducing the availability of wagons for further loading. Moreover, in some places, there are no weigh-bridges and, if the requests for reweighment are agreed to as a matter of course, loaded wagons will have to be hauled to different yards, weighed and brought back against to the booked destination, causing serious delays to these wagons which are urgently required for movement of essential commodities.

6.12. In the circumstances, reweighment of coal wagons in each and every case is not considered feasible.

Pilferage:

6.13. When the Committee enquired about the areas where there was pilferable of coal between colliering sidings and railway yards. The Chairman Railway Board admitted that there were certain areas where this problem occurred. He added that they kept on coordinating with the State Governments because basically law and order was the State Government responsibility. Asked whether it was correct that the trains were stopped at some places and coal was unloaded. The witness agreed that "that is exactly the distressed situation. The theft of coal is the least part of it". He added that in Bihar at some places particularly a dagger was shown to the driver and he was asked to unload the coal. The Railway had now put the armed Railway Protection Force in that area.

6.14. The witness added that "a lot of thought has been given to this subject. Basically it is a question of federal structure and law and order being a State subject and railways move through different States one of the steps that we have taken is that we have asked all the States to strengthen the Government railway police which is fully under the control of the State. The railway officers

do not exercise any control of any nature over them. Even the Confidential Report of a sub-inspector is not written by the railway officer who is affected by this. We have a uniform formula in the railways to strengthen the organisations and the railways meet 50 per cent of the cost so that more than as can be opened and more men can be deployed. The other process is the RPF men have no police powers as such but they have powers to act only when an act of theft is going on. So we deployed those men. But to deploy them throughout the length and breadth of the country is almost an impossible task and this joint infrastructure must be developed with the railways."

6.15. Asked whether the RPF personnel should be given more powers the Chairman Railway Board stated "there is a lot of debate on this subject. An integrated approach has to be developed and it is a question of giving powers. The States are very chary to part with powers. We have got only a few powers for the Railway Protection Force. For example we recover railway property from a place we arrest a man but the man is released the second day. Then how you prove that it is railway property. These are the lacunae that are there. Even after arresting the man he is let out the second day because his guilt is not proved.

6.16. In paragraph 4.43 of their 19th Report of the Estimates Committee had recommended that as suggested by the Administrative Reforms Commission and also one man expert Committee (Kirpal Singh Committee) the Railway property (unlawful possessing) 1966 Act "should be amended and the Railway Protection Force which is a statutory organisation for the protection of railway property and property entrusted to the railways for carriage, be vested with adequate legal powers of investigation and prosecution of the offences against such property to make the Force more effective and purposeful." In their reply dated 27th December, 1978, the Committee were informed that a draft bill "entitled the Railway Property Special Offence Bill" to empower the RPF to investigate all kinds of offences relating to the Railway Property has been proposed.

6.17. In the light of the opinion given on the bill by the ministries of Home Affairs and Law and Justice, the copies of the draft bill have been circulated to the State/Union Territory Governments for their views in the matter. The comments received are under examination.

6.18. In a note the Ministry of Railways have stated:

In order that more owners are vested in RPF some measures are under consideration viz. (i) A Bill is being considered which would vest on the RPF personnel powers to investigate and prosecute crimes of 'dacoity' 'robbery', 'theft', 'cheating', 'forgery', etc. when committed in relation to railway property and provide concurrent powers to the State Police and the Railway Protection Force in respect of the offences mentioned above. (ii) There is a proposal to amend the RPF Act to enable RPF personnel to arrest any person found in the railway premises as well as passenger trains, committing or with the intention of committing a cognizable offence against the passengers and their belongings and hand over the person so arrested to the Police for further action.

6.19. The existing enactments, however, do not confer powers on RPF to deal with the problems of law and order in the railway premises and agitations either done by railway employees or outsiders. Constitutionally, the policing on the Railways is a State subject; as such, it is not possible to confer additional powers on the RPF to enable them deal with law and order problems unless the Constitution is amended or a new organisation like Central Railway Police Force is created to handle such problems.

6.20. It is seen that in reply to a Starred Question No. 244, dated 5-3-1981 which asked whether the Government were considering a proposal to give more powers to Railway Protection Force to deal with anti-social activities in railways and prevent pilferage, the Deputy Minister (Railways) stated that "The proposal to give more powers to Railway Protection Force was considered and dropped."

Settlement of claims in cases of diversion of coal:

6.21. In another memorandum the following suggestions have been made with regard to the diversion of coal wagons:

- (i) Settlement of claims arising out of such diversion/interception of coal wagons within a fixed time limit, say one month.
- (ii) Allotment in lieu of rakes diverted/intercepted to be given as soon as possible and not allowed to lapse.
- (iii) Giving immediate information to the consignee whose coal is either diverted or intercepted by railways for their own use or other purposes.

6.22. In their reply, the Ministry of Railways have stated:

- (i) By and large, compensation claims including those arising out of diversion|interception of coal wagons are disposed of at reasonable speed. All possible steps are taken by Zonal Railways to ensure that there are no avoidable delays in disposal and settlement of claims. The average time taken in settlement of a claim during the year 1979-80 was 37 days. However, it would, no doubt, be appreciated that in case of diversion/interception of coal wagons from the original consignee to some other party, certain enquiries have necessarily to be made before settlement of the compensation claim. In the circumstance, it is difficult to lay down any time limit for the purpose of settlement of compensation claims arising out diversion/interception of coal wagons.
- (ii) Even at present the Zonal Railways who divert rakes of coal loaded for one party to another for unavoidable reasons, do generally arrange to compensate the former by a suitable diversion on a subsequent date.
- (iii) Instructions are being issued to the Zonal Railways for informing the parties whose coal gets diverted or intercepted by the Railways for their own use.

The Committee desired to know the legal authority for diversion of coal wagons, the Ministry of Railways have replied that the General Managers of Zonal Railways have instructions not to intercept coal booked to other parties except in emergencies and even then such diversions can be made only with the specific approval of the General Manager. Such emergencies may arise due to an accident, breaches, failure of a consumer to unload the wagons, congestion at a transshipment point etc. But whenever such diversions become unavoidable, Zonal Railways do compensate the parties by subsequent adjustments

6.22. As regards legal authority for diversion or interception of coal it has been stated that the position is being checked up and the Committee will be advised in this regard shortly. Reply is still awaited.

Qualified Railways Receipts

6.24. In a memorandum furnished by FCI, it has been stated that there have been significant losses of foodgrains and fertilizers while in transit because of the issue of 'Said to contain' RRs and Non-supervision of loading and unloading operations.

6.25. In their reply, the Ministry of Railways have stated that when commodities like foodgrains, fertilizers, etc. are loaded in bulk in full block rakes, and particularly when such loading is seasonal, 'said to contain' Railway Receipts are issued on the basis of the information given by the sender that a certain number of bags/packages have been loaded into the wagon. If the Railway is to supervise the loading, the bags will have to be stacked on platform, checked for packing condition, etc. and then loaded under direct supervision of tally clerks. It, therefore, implies that for the purpose of issuing clear Railway Receipts, a large number of tally clerks would be required at all bulk loading points. The Posting of such a large number of staff at various stations would not be financially justified.

6.26. As per agreement arrived at between the Ministry of Railways and the Ministry of Agriculture and Irrigation, clear Railway Receipts are being issued from the stations nominated by the FCI, where additional staff have been posted and the cost is borne by the FCI. It has been suggested by the Railways that the FCI, should put their own seals or locks on the wagons and if still shortages are noticed from such seals intact wagons, they could pinpoint responsibility on their own staff at the forwarding station for their failure to load the correct number of bags in the wagon and also for mis-declaration of the number of bags on the forwarding note.

Loading in Open Wagons

6.27. Food Corporation of India have also represented that there are losses due to loading of food and fertilizers, in open wagons and stabilising of rakes. In their reply the Ministry of Railways have stated that the Commodities like foodgrains and fertilizers are generally carried in covered wagons. Loading in open wagons is resorted to only when the complete transport requirements of these commodities cannot be met by supplying covered wagons. There are instructions that whenever open wagons are required to be used for foodgrains and fertilizers, the wagons must be securely covered by tarpaulins. Even effort is made to implement these in-

structions in order to prevent damage by wet. Instructions also exist that block rakes consisting of open wagons carrying such commodities should be escorted by RPF staff. But because of frequent large scale diversion of the force to non-scheduled duties like track patrolling, escorting of passenger trains, anti-ticketless travelling drives and such other duties concerning law and order, it has not been possible for the Railways to implement this order in totality. Railways are also trying to develop a new type of wagon in co-operation with FCI, which will enable the foodgrains and fertilisers to move in bulk, and without being damaged due to rains etc.

6.28. The Ministry have further stated that stabling of food-grain rakes *en route* is resorted to only in unavoidable circumstances like breaches, accidents, congestion on the route or at the terminals.

6.29. In a memorandum the Government of West Bengal have stated that cases of short receipt of consignments and receipt of stock in damaged state are frequently detected at unloading points for cement and pulses due to the loading of such consignments in damaged wagons *viz.*, roof-leaky, side panel cut. The goods shed staff at certain stations, *viz.* Shalimar, Cossipore Road, Durgapur are not promptly granting short certificates for consignments received after assessment delivery/weightment delivery, as a result of which the West Bengal Essential Commodities Supply Corporation Limited cannot lodge many claim cases in time. On the other hand, when such claims are submitted, the Railways repudiate such claims as time barred.

6.30. In their reply the Ministry of Railways have stated that commodities like cement and pulses which are susceptible to damage by wet and are also prone to theft or pilferage in transit are required to be loaded in commercially suitable and mechanically fit wagons. The condition of the wagons is examined before supply of the stock to customers and unsuitable wagons are rejected. Further, during monsoons, special precautions are taken to make the wagons leak-proof. Despite all precautions, there can, however, be cases when the consignments get damaged by wet or are subjected to pilferage due to criminal interference *en route*. In all such justifiable cases where there is *prima facie* evidence of damage to the goods, assessment delivery is granted at the destination and short certificates are issued to the consignees.

6.31. Claims for shortages or damage are to be filed with the Railways within a period of six months from the date of booking in accordance with the provisions of the Indian Railways Act. A quick check up at the above mentioned stations situated on the Eastern Railway has not shown any abnormal delay in issue of the short certificates.

6.32. The Committee note from the figures made available by the Ministry of Railways that heavy amounts have been paid as compensation on account of losses etc. of consignments of coal, coke, pulses and foodgrains. In case of coal and coke the amount of compensation has increased from Rs. 131 lakhs in 1975-76 to Rs. 170 lakhs in 1979-80. In case of foodgrains and pulses the amount of compensation which decreased from Rs. 347 lakhs in 1975-76 to Rs. 218 lakhs in 1978-79 has increased to Rs. 260 lakhs during 1979-80. The Committee note that Ministry have taken various steps to prevent losses, thefts and pilferage of consignments. The Committee feel that even though the amount of compensation paid on all the commodities has come down from Rs. 15.25 crores in 1975-76 to Rs. 11.50 crores in 1979-80. Special efforts are called for to prevent the loss of commodities which are "essential" for the community. They also feel that efforts to prevent loss in transit should be intensified particularly in the case of consignments of coal and coke, foodgrains and pulses where high amounts of compensation are paid every year. (Sl. No. 76)

6.33. The Committee are not satisfied with the explanation of the Ministry that the amount of compensation paid in case of coal and coke forms a very small percentage of total value of coal and coke carried by railways and the freight earnings of the commodity. The Committee find that under the existing rules coal and coke booked at owner's risk are either not reweighed or reweighment is allowed only in exceptional circumstances provided shortage is heavy and facilities for re-weighment are available. In view of the fact that re-weighment involves detention of wagons and weigh-bridges are not available at all places, re-weighment of coal wagons in each and every case is not considered feasible by railways. In view of this the amount of compensation paid in respect of coal and coke is not the correct index of actual shortage or loss of coal in transit. Actually according to an estimate given in a memorandum the loss of coal range between 10 to 40 per cent though, according to the Chairman, Railway Board, it is between 1 to 3 per cent. The Committee feel that a reliable estimate of the coal shortage can be made if steps are taken to install weigh-bridges at various unload-

ing points. The Committee would in this connection reiterate the recommendation made in paragraphs 3.127 of their 19th Report (5th Lok Sabha) and para 1.27 of their 39th Report (6th Lok Sabha) that major stations which have heavy originating and terminating goods traffic should progressively be provided with facilities for weighing wagons. The Railway should draw a model scheme to explore the possibility of setting up community weigh-bridges in collaboration with organisations of local enterprises and industrialists in the interest of a more harmonious relationship between the big consignees and the Railways. (Sl. No. 77)

6.34. It has been explained by the Ministry of Railways that there are certain areas where there is considerable pilferage of coal during transit. Even trains are forcibly stopped to unload coal. The Committee desire that the Ministry should identify the various points where pilferage of coal is heavy and take preventive measures in those areas with the Cooperation of the State Governments concerned. Losses suffered and the impact of these preventive measures taken should be kept under constant review. (Sl. No. 78)

6.35. The Committee were informed that one of the difficulties in preventing thefts of goods during transit was that the Railway Protection Force had no police powers to arrest, investigate and prosecute the persons found committing crime in Railway premises. In a written reply the Ministry had stated that a Bill which would bestow on RPF personnel powers to investigate and prosecute crimes of dacoity, theft, forgery etc. when committed in relation to the railway property and provide concurrent powers to the railway police and the RPF in respect of these offences was being considered.

6.36. The Committee however note from a written reply to a starred Question number 244 given by Deputy Minister (Railways) in Lok Sabha on 5th March, 1981, that the proposal to give more powers to RPF was considered and dropped. The Committee are surprised that even though the need for conferring powers of investigation and prosecution and other connected powers on RPF has been emphasised by Administrative Reforms Commission and later by One-man Expert Committee on Railway Security and Protection (1976) and subsequently endorsed by the Estimates Committee in their 19th Report (1977-78), and the Government were reportedly processing the proposal to bring forward a suitable legislation for the purpose the Government have now suddenly decided to drop the proposal. The Committee would like to know the reasons for dropping this proposal and how, in the absence of more powers, the RPF are going to deal with the crime against railway property and on railway pre-

aises. The Committee feel that this matter should be re-considered. (Sl. No. 79).

6.37. Now that for the time being the RPF will not be able to play the role of 'police', the Railways will be left with no other alternative but to continue to depend upon the Government Railway police which is under the control of states but which need to be strengthened to be affective. The Committee would like the Railways to take up the question of strengthening Government Railway Police with States concerned and also try to evolve a working arrangement with the State Governments to place the G. R. P. under the operational control of the Railways for better results. (Sl. No. 80)

6.38. The Committee find that in emergencies with the specific approval of General Manager, coal wagons booked on on-railway account can be diverted or intercepted by Railways. The Committee have not been informed as to whether the Railways have any legal authority to do so. They would like to be apprised of the legal position in this regard. (S. No. 81)

6.39. In such cases where interception of coal wagons is by on-scious decision at the highest level, the Railways should instantly be inform the parties concerned of the interception; the claims for compensation should be settled without delay; and equal number of wagons should be immediately allotted but of turn to the parties by way of compensation. The Committee expect the Railway to see that instructions issued in this regard are actually carried out. (Sl. No. 82).

6.40. It has been represented by the Food Corporation of India that Losses occur due to loading if food and fertilizers in open wagons and stabilizing of rakes. The Ministry have informed that loading of foodgrains and fertilizers in open wagons is resorted to only when covered wagons are not available. There are instructions that whenever open wagons are used for foodgrains and fertilizers the wagons must be securely covered with tarpaulines and that block rakes consisting of open wagons should be escorted by RPF staff, But despite clear instructions to this effect, because of frequent and large scale diversion of RPF to non-schedule duties, Railways have not found it possible to depute RPF to escort such rakes in all cases. This is regrettable. The Committee had expressed thier dissatisfaction over such diversion of RPF staff from property protection work to non-scheduled duties in their Nineteenth Report (1977-78) and had desired that such a diversion was un-desirable and should stop. The Committee had reiterated this recommendation in their

39th Action Taken Report (1978-79). The Committee would like to emphasize again that diversion of RPF from the proper work to non-statutory work especially when it is done at the cost of public property is undesirable and should be discontinued forthwith. (Sl. No. 83).

6.41. The Committee are informed that stabling of foodgrains rakes en-route is resorted to only in unavoidable circumstances like breaches, accidents, congestion on the route or at the terminals. The Committee do not think it is proper to hold up foodgrains rakes in the event of congestion en route. They would like the Railways to review these instructions. (S. No. 84).

6.42. It has been represented by the Government of West Bengal that in cases of short receipt of consignments and receipt of consignments in damaged condition short certificates are not issued at certain stations like Shalimar, Cossipore Road, Durgapur. According to the Ministry of Railways a quick check at the three stations have not shown any abnormal delay in issue of such short certificates. The Committee desire that this matter should be examined by the Ministry of Railways in detail and delays in issue of short certificates, if any, should be avoided. (S. No. 85).

NEW DELHI;
April 10, 1981
Chaitra 20, 1903 (S)

S. B. P. PATTABHI RAMA RAO.
Chairman,
Estimates Committee.

APPENDIX I

(Vide Para 2.1)

The following in the list of commodities declared essential under the Essential Commodities Act, 1955:—

Declared under Clause (a) of Section 2 of the Act.

1. Cattle Fodder, including oilcakes & other concentrates.
2. Coal, including coke & other derivatives.
3. Component parts & accessories of automobiles.
4. Cotton and woolen textiles.
5. Drugs.
6. Foodstuffs, including edible oilseeds & oils.
7. Iron and Steel, including manufactured products of Iron & Steel.
8. Paper, including newsprint, paperboard and straw board.
9. Petroleum and Petroleum products.
10. Raw cotton, whether ginned or unginned, and cotton seed.
11. Raw Jute.

Declared under sub-clause (xi) of clause (a) of Section 2 of the Act.

12. Jute textiles.
13. Fertilisers, whether inorganic, organic or mixed.
14. Non-ferrous metals.
15. Organic heavy chemicals.
16. Inorganic heavy chemicals.
17. Cinema films (raw).
18. Press Mud.
19. Cement.
20. Manufactures & semi-manufactures of non-ferrous metals.
21. Soap.
22. Cinema Carbon.
23. Textile machinery :
 - (i) Blow room machinery
 - (ii) Carding engines
 - (iii) Draw frames
 - (iv) Speed frames
 - (v) Ring frames
 - (vi) Winding machines
 - (vii) Doubling machines
 - (viii) Reeling machines
 - (ix) Bundling machines
 - (x) Powerlooms
 - (xi) Baling machines
 - (xii) Side frames of power looms

- (xiii) Spare parts of powerlooms & ring frames
 - (xiv) Woolcombing machinery
 - (xv) Woollen :
 - (i) rag washing machine
 - (ii) rag tearing machine
 - (iii) rag cutting machine, and
 - (iv) garnoting machine.
 - (xvi) Warp knitting machines including Raschel knitting machines worked by power ;
 - (xvii) Embroidery machines, other than sewing type of embroidery machines, worked by power and used for decorating the textile fabrics with designs formed with any type of thread by the help of needles ;
 - (xviii) Lace making machines worked by power and used for production of fabrics of open mesh or net formed by crossing and interwisting threads; and
 - (xix) Machines worked by power and used for printing of cloth by means of engraved rollers or screens.
24. Textiles made from silk.
 25. Textiles made wholly or in part from man-made cellulosic and non-cellulosic spun fibre.
 26. Textiles made wholly or in part from cellulosic and non-cellulosic filament yarns.
 27. Matches.
 28. Cycle tyres and tubes (including cycle rickshaw tyres and tubes).
 29. Ferro-silicon.
 30. Silico-manganese.
 31. Ferro-chrome.
 32. Ferro-nolybdenum.
 33. Ferro-tungsten.
 34. Ferro-manganese.
 35. Ferro-vanadium.
 36. Ferro-phosphorus.
 37. Ferro-titandium.
 38. Ferrous scrap containing more than :
 - (i) 0.50 per cent Nickel, or
 - (ii) 0.20 per cent Nolybdenum, or
 - (iii) 1.00 per cent Tungsten, or
 - (iv) 0.20 per cent Vanadium, or
 - (v) 1.00 per cent Cobalt.
 39. General Lighting Service Lamps.
 40. Fluorescent tubes.
 41. Soda Ash.
 42. Dry Cells for torches.
 43. Hurricane lanterns.
 44. Household appliances such as electric irons, heaters and the like.
 45. Synthetic Rubber.
 46. Rayon Tyres/Yarn/Cord/Fabric.
 47. Carbon Black.

48. Polyvinyl chloride (P.V.C.) resins and compounds.
49. Polystyrene and Polystyrene moulding powder.
50. Polyethylene and Polyethylene moulding powder.
51. Tractors.
52. Tyres and tubes of scooters (including scooter rickshaws and Auto rickshaws).
53. Coconut husk (Raw or retted).
54. Tyres and tubes of cars, buses, jeeps, vans, trucks, automobile of any other category whatsoever, Tractors, and Tractor trolleys.
55. Dry cells and Batteries for Transistor Radios.
56. Tyres and tubes of Animal Drawn Vehicle.
57. Electric cables and wires.
58. Man-made cellulosic and non-cellulosic staple fibre.
59. Crude Oil.
60. Yarn made wholly or in part from any of the following materials, namely :—
 - (i) cotton ;
 - (ii) wool;
 - (iii) man-made cellulosic spun fibre;
 - (iv) man-made non-cellulosic spun fibre;
 - (v) silk.
61. (i) Man-made Cellulosic and non-cellulosic filament yarn ; (ii) Nylon Tyre Yarn/ Cord/Fabric.
62. Exercise Books.
63. Coir fibre extracted from coconut husks.
64. Insecticides, fungicides, Weedicides and the like.
65. Tea.

APPENDIX II

List of commodities moved by Rail and for which statistics are maintained in terms of Tonnes carried

1. Foodgrains (Grains and Pulses).
2. Oil Seeds.
3. Raw cotton.
4. Raw Jute.
5. Fodder.
6. Coal and Coke.
7. P.O.L. (Mineral Oils).
8. Sugar.
9. Cotton manufactured
10. Jute manufactured.
11. Cement.
12. Iron and Steel.
13. Salt.
14. Tea.
15. Fertilizers, Chemical.
16. Fodder oil Cakes.
17. Woolen manufactured.
18. Medicines.
19. Edible Oils.
20. Paper.
21. Fertilizers Organic.
22. Non-ferrous metal.
23. Soap.
24. Silk manufactured.
25. Artificial Silk.
26. Match.
27. Soda Ash.
28. Electrical Goods.
29. Coir Products.

APPENDIX III

Summary of Recommendation|Observations

Sl. No.	Para No.	Recommendation|Observation
1	2	3
1	1.13 to	<p>The Committee feel that the criterion to determine priority should be whether it is an essential commodity and whether its movement is necessary in public interest and if these two conditions be satisfied, and the Railways are also satisfied that profit is not the only or the principal motive for movement of an essential commodity, movement of that commodity should be accorded appropriate priority.</p> <p>It should not necessarily be given the lowest priority just because it is sponsored on private account. After all these are essential commodities scarcity of which will boost up prices to the detriment of common man. This must be borne in mind and the schedule revised at the earliest.</p>
2	1.17	<p>The Committee would like that the movement of such high-rated non-essential commodities as at present are accorded a priority higher than that given to essential commodities should be kept under observation at Divisional and Zonal levels. Where their movement is likely to hinder the free movement of essential commodities or to affect adversely the interests of producers and consumers of essential commodities, the Railways should be in a position to alter the priorities in favour of essential commodities without delay.</p>

1**2****3**

3 1.18

The Committee agree with the view expressed in the context of the position in Eastern region that priorities should also be related to regional requirements. Limitation, according to Chairman (Railway Board) is not necessarily of priority but of overall carrying capacity. It is precisely because of limitation in overall capacity that the need for inter-sepriority arises. The Committee feel that the peculiar and pressing problems of various regions should also be taken into consideration while determining priorities and wherever found necessary, priorities for movement of essential commodities to or within a particular region should also be laid down to meet the urgent demands of the region consistent with the priorities at national level and highest priority should be given to the essential commodities as foodgrains, edible oils, sugar etc.

4 1.20

The Committee consider it very necessary that wide publicity should be given from time to time to the system of allotment of wagons and priorities accorded to movement of various commodities (particularly Essential Commodities) and traffic restrictions in various parts of the country for the benefit of the traders and the public. They would like the Railways to step up their publicity to keep the trade and industry posted with all developments on this point from time to time.

5 2.74

The Committee would like that a record of the total requirements, total loading and total outstandings of wagons for movement of Essential Commodities, which move in bulk, should be collected, collated and analysed at the Board level in the interest of a better appreciation of the problem and better utilisation of wagon stock.

1	2	3
6	2.75	<p>The figures regarding the number of wagons loaded with 15 Commodities during the year 1975-76 to 1979-80 show a declining trend in loading in the case of most of these Commodities viz. foodgrains, (Grain & Pulses), Oil Seeds, Cotton Raw, Jute Raw, Fodder, Coal and Coke, Mineral Oil, Sugar, Salt, Cement, Iron & Steel; Tea etc. which is rather surprising since, with the passing of years, the demand for these Commodities should have been increasing and not decreasing.</p>
7	2.76	<p>The Committee note that targets in respect of Coal, Iron & Steel, foodgrains, Cement and other general goods, were not fulfilled by the Railways during the years 1977-78 to 1979-80. The Railways have attributed the adverse performance from November, 1977 onwards to certain natural calamities like cyclones & floods, power-cuts, public agitations and strikes, etc. The Ministry of Railways are reported to have taken certain steps during the current year to improve the movement of essential Commodities. The Committee hope that the Ministry will keep a close watch over the movement of targeted and other essential commodities and take such other measures well in time as may become necessary to avoid slippages in their movement.</p>
<p>COAL</p>		
8	2.77	<p>The Committee regret to note that loading of coal declined from 9731 wagons a day in 1977-78 to 8525 a day in 1980-81 (April-October). The decline of coal loading during this period was from 570 to 437 wagons in the case of cement industry, 234 to 114 wagons in the case of textile industry and from 1677 to 1436 wagons in the case of steel industry. The Committee cannot but express their unhappiness that the decline in coal loading continued from year to year from 1977-78 onwards and the Ministry of Railways could not arrest this decline till very recently.</p>

1	2	3
9	2.78	<p>Increase in loading of coal from 8525 wagons a day in April-October, 1980 to 9600 —wagons a day (January, 1981) is indeed an impressive leap. The Committee would like the Railways to take all possible measures at operational and administrative levels to place the recently acquired efficiency in the system at a firm footing to guard against any slide-back and to continue to make efforts to better the performance still further.</p>
10	2.79	<p>The Committee are informed that Railways are taking steps to augment their coal loading capacity to 20,000 wagons a day by 1984-85 and they are confident of acquiring this capacity and lifting all the coal that may be offered for movement. It is a challenging target which the Railways have set for themselves. For achieving success in this challenge, Railways would do well to draw up a detailed programme for development of wagon stock, of the right type, haulage power and line capacity and initiate action on all fronts in right earnest to keep pace with the demand from year to year. The target of development programmes in this regard should be kept under close monitoring and slippages avoided at any cost.</p>
11	2.80	<p>The Committee agree with the Railways that the coal for loading should be made available at the railheads, and not at pitheads, to enable them to load the coal expeditiously and according to targets. For this purpose the Railways should in coordination with the Department of Coal build coal stocks at the existing railheads and also initiate action to set up new railheads to ensure simultaneous loading from as many more points as may be necessary to meet the rising demand.</p>
12	2.81	<p>The Ministry of Railways move to set up joint teams in different coal fields in collaboration with Steel & Coal Departments to review the</p>

1

2

3

day-to-day loading and movement of coal is a step in the right direction. The Committee would like that these teams should be empowered to take spot decisions to sort out local problems and remove bottlenecks in the movement of coal and their performance evaluated in terms of achievements at regular intervals.

13

2.82

While the needs of priority industries like power houses, steel plants, and similar other industries are no doubt urgent and deserve priority, the requirements of other users, particularly small scale industries and domestic consumers, cannot be neglected either. The Committee feel that the Railways which are primarily responsible for moving coal from production centres to consumption centres, should make all possible efforts within their reach to fulfil a social obligation unto Small Scale industries and domestic consumers, and satisfy their demand for coal and coke at least upto a reasonable level.

14

2.83

For States like Himachal Pradesh, Jammu and Kashmir and other similarly situated States, where coal is badly needed not only as a fuel but also for heating, Railways have a special responsibility to see that their reasonable requirements are met in full and in time. The Committee would like the Railways to set up on a regular basis special liaison officers to keep in touch with the problems of such States and sort them out without delay as and when they may arise.

15

2.84

The Committee hope that the detailed programme for development of terminals and line capacity has been chalked out in consultation with the Food Corporation of India so that all key procurement points are fully covered and line capacity is utilised to the optimum level from the very beginning.

1	2	3
16	2.85	The Committee would like the Railways to keep a regular liaison with the FCI to ensure that the Corporation takes action simultaneously to develop godown capacity and other infrastructure, for which they have taken the responsibility, so that by the time the new line capacity is ready, the FCI are also ready to take full advantage of the new arrangements.
17	2.86	The Committee take note of the difficulties experienced by the Food Corporation of India in arranging movement of foodgrains to North Eastern States, Orissa and Bihar. According to Railway, the existing facilities in the North-Eastern Frontier Railways are adequate to meet the demands of normal traffic to Assam and other North-Eastern States. The Committee feel that the Railways should not only be equipped to meet the 'normal' traffic demands but should also be able to handle additional traffic to meet abnormal situations that might arise in times of severe drought and other similar natural calamities. The geographical situation of Assam and other North-Eastern States requires that the Railways should develop further capacity for movement of foodgrains and other essential commodities to meet the urgent needs of the people there adequately and in time.
18	2.87	The Committee note that various works have been undertaken and more works are proposed to be undertaken to augment the line capacity in the North-Eastern parts of the country. They hope that these works would be completed expeditiously and the Railways capacity to move essential commodities to North-Eastern States would be augmented to the desired level.
19	2.88	The Committee note that situations had arisen in the past when foodgrains rakes had to be

1	2	3
		<p>booked to stations in Orissa where adequate siding facilities of rakes for unloading were not available. The Committee would suggest that problems of such foodgrains receiving terminals in Orissa and elsewhere where unloading facilities for rake loads are not adequate should be studied and satisfactory solutions to the problems of unloading rake loads found to avoid any dislocation in the retail distribution of essential commodities to consumer centres.</p>
20	2.89	<p>The Committee would like that the transshipment capacity at Carhara in Bihar is kept abreast of the traffic requirements so as to avoid any delay in transshipment of essential commodities intended for North Bihar and other areas which this Station serves.</p>
21	2.90	<p>The Committee find from the figures supplied the Railways that during April, May, June and July, 1980, the supply of foodgrains to West Bengal ranged between 1.57 to 1.76 lakh metric tonnes which was much below the 2.5 lakh metric tonnes expected by the State Government and was lower than 2 lakh metric tonnes now being moved by Railways. The Committee would like the Railways to spare no effort to avoid shortfall in the supply of foodgrains and other essential commodities to States which depend mainly on the supply of such essential commodities from other parts of the country for their public distribution system.</p>
22	2.91	<p>Reports of unsatisfactory movement of salt have been received from various parts of the country. From the information furnished by the Ministry of Railways it is also seen that the movement of salt has not been keeping pace with the allocations. For instance in Himachal Pradesh as against a quota of 24,000 tonnes of iodised salt the actual despatches were only of</p>

1

2

3

the order of 12.3 thousand tonnes in 1979 and 11.7 thousand tonnes in 1980. For movement of salt from Kakinada Port, the monthly loading of salt from May to September, 1980 was about 31 wagons as against a quota of 103 wagons. The salt demand in Assam was not met fully either in 1979 or in 1980. In the case of Manipur, Arunachal Pradesh and Nagaland, the supply of iodised salt in 1979 was hardly 66 per cent. There were reports of heavy accumulation of salt stocks in Tuticorin for want of wagons. The short loading vis-a-vis allocations has been attributed by the Railways mostly to the lack of indents. But this contention is not supported by the figures of salt loadings supplied by the Railway Board which show that the loading has been far short of indents during the last four years. It is difficult to appreciate as to why if salt is available and Railways claim to have the wagon stock, the parties should not place indents on the Railways, especially when the commodity is in demand in the consuming centres. The Committee would like the Railways to enquire into this phenomenon in greater depth with a view to finding out the true picture. The Committee would like to be informed of the outcome of this enquiry.

23

2.92

The Committee would like the Railways to review their arrangements for salt movement and streamline them to move consignments of salt—common as well as iodised—to meet the demands of consuming States in full. They would like to be apprised of the measures taken in this regard.

24

2.93

Since salt whether produced by licence holders or others is an essential Commodity which is in short supply in many parts of the country, necessary transport arrangements

1	2	3
		ought to be made to move it to consuming centres. The Committee would like the Railways to take up the problems of salt producers of Tuticorin region with the Salt Commissioner with a view to increasing the quota of wagons to meet the requirements of salt producers of the area.
25	2.94	From the representations received from the Governments of Himachal Pradesh and Karnataka and non-official organisation it is seen that the demand for cement in these States is not being met in full because of wagon shortage. The Committee feel that the complaints of the Governments of Himachal Pradesh and Karnataka and the reported difficulties of cement movement in other Southern States should be looked into by the Railways dispassionately with a view to identifying the points where bottlenecks take place and the reasons therefor. The Committee would like the Railways to take all measures possible within their reach to facilitate quick movement of cement from cement factories to consuming centres so as to meet their demand in full.
		FERTILIZERS:
26	2.95	Fertilizers is another commodity which is reported not to have moved in adequate quantities from ports to the consumption centres. The Committee are surprised to learn from the Railways that while during the current period (1980) the monthly target for clearance is stated to be roughly 320 BG and 40 MG wagons per day, the quotas given to different Ports add up to 530 BG wagons and 105 MG wagons. Why the quotas should be fixed so much on the high side is not clear. The Committee would like the Railways to review the

1	2	3
		<p>system of fixing quotas for fertilizers movement from ports in consultation with the Food Corporation of India and fix up realistic quotas which should be adequate to meet the demand and which they can adhere to.</p>
27	2.96	<p>The Committee are happy to note that the Railways have organised a special campaign for movement of fertilizer from ports and have completed supplies of this commodity to meet the demands in the consuming States. The Committee feel that instead of waiting for the last moment to arrange a crash programme of movement of fertilizer, it would be much better if the supply of wagons is so organised that as and when the imported fertilizers reach the ports, their movement according to a systematic programme should start and the stocks cleared without delay.</p>
		SUGAR
28	2.97	<p>Even though the Railways may not be fully to blame for the late arrival of levy sugar in West Bengal in 1979-80, the fact remains that there was a gap of about two months between the allotment of levy sugar quota and its arrival in the State. The Committee would suggest that the Railways should give special consideration to the movement of such essential and sensitive commodities like sugar to ensure that in so far as it lies in their power, the loading, movement and unloading of such commodities is not delayed.</p>
29	2.98	<p>The Committee would expect, the Railways to look into the reasons for supplying wagons to sugar factories piecemeal even when indents for a much larger number of wagons were reportedly placed. In fact, the Railways should welcome indents for a large number of wagons at a time in keeping with their latest strategy of rake or half-rake movement.</p>

1	2	3
30	2.99	<p>The Committee feel that not only levy sugar but also the free sale sugar when despatched from mills should be given high priority for movement by Railways. Delayed movement of free sale sugar also causes scarcity and consequent high prices. To avoid, difficulties to the people on this account, it is necessary that the movement of free sale sugar from mills is given high priority in the movement schedule.</p>
31	2.100	<p>While the Committee appreciate the anxiety of Railways to move oil and other traffic in rake loads in the interests of more efficient use of their transport capacity, they feel that Railways would have to do a lot of ground work if they have to make their new strategy a success without creating difficulties for the traders or consumers. Railway should start a series of discussions with traders and manufacturers organisations to ascertain their difficulties <i>vis-a-vis</i> rake load strategy and evolve a practical approach with permitted variations to suit local and regional peculiarities, which should reconcile the traders' needs with the Railway's anxiety to use wagons in rake loads to derive the maximum advantage. Railways will also have to launch a campaign to bring home to the traders and producers the advantage they will have under the rake load movement system and may also have to give them incentives. Such a campaign will have to be thought of at all-India level not only for oil trade but for all commodities which move in bulk.</p>
32	2.105	<p>The Committee take note of the arrangements made by Railways for movement of potatoes on the Northern and North Eastern Zones during potato season. But potatoes is not the only perishable commodity that requires to be moved</p>

1	2	3
36	4.13 & 4.14	<p>Against the background of shortfalls in wagons manufacturers in the past on account of power shortage, labour trouble, agitations etc., it is a moot point whether wagon manufacturers would be able to fully execute orders for the supply of 1,10,000 wagons by the end of 1984-85. The Committee would like the Railways to monitor the progressive build up of capacity and utilisation of capacity by indigenous manufacturers of wagons to make sure that the progress is keeping pace with expectations. If at any stage, it becomes known to the Railways that indigenous manufacturers would not be able to supply the required number of wagons, the Railway Board should seriously examine whether they would be able to cope with the demand with whatever the indigenous manufacturers can supply or import would become inevitable to avoid any crisis. The Committee would like the information regarding wagon supply vis-a-vis demand to be mentioned specifically in the Annual Report of the Railways to enable Parliament to keep itself acquainted with the progress.</p>
37	4.28	<p>The Committee note with concern that 33,000 wagons constituting 6 per cent of the total stock are on the 'sick' list awaiting repairs which is 50 per cent higher than the norm of 4 per cent prescribed by the Railways in this regard.</p> <p>The Committee hope that with the improvement in power position which is in evidence, the constraints would get removed soon and the Railway workshops would start working to full capacity and bring down the number of sick wagons to reasonable level.</p>
38	4.29	<p>The Committee would like the Railway Board to keep themselves in constant touch with the</p>

1	2	3
		<p>working of workshops and the constraints under which they are working to see whether and, if so, to what extent, material inputs like industrial gases and components can be procured from alternative sources in areas not affected by power cuts with a view to keeping the workshops at the maximum level of efficiency possible under the given circumstances.</p>
39	4.30	<p>The Railway workshops, it is seen, are lagging behind in repairs work. They have arrears amounting to 19 per cent for BG wagons and over 12 per cent for MG wagons on account of <i>inter alia</i>, inadequate workshop capacity. The Railway Board are stated to have sanctioned more works to build up additional workshop capacity. The Committee feel that output of workshops and productivity of workers can also be improved by modernisation of equipment and streamlining of methods in these workshops coupled with incentive for higher output. The Committee would like the Railway Board to go into the working of men machines in each workshop and draw up comprehensive schemes for bringing about improvements in quality and output of work within a definite time frame. The Committee would like to be apprised of the concrete action taken in this regard.</p>
40	4.31	<p>The Committee also feel concerned at the reportedly large scale pilferage of wagon components which also contribute to the increasing number of wagons on the sick list. The Committee would like that security arrangements in yards and elsewhere should be tightened to prevent pilferage of wagon components.</p>
41	4.32	<p>The Committee feel that area of operation for wagons being as large as it is, security measures alone cannot eradicate the nuisance of</p>

1	2	3
40	4.40	<p>Railways should not take shelter behind a self-created technical rule to deny a safe and dependable stock of wagons good enough to withstand the natural rigours of rainy season in Assam and other parts of North-eastern region. The Committee feel that Railways have an obligation to make arrangements for safe transportation of essential commodities to North Eastern States and they should discharge this obligation to the satisfaction of the States concerned.</p>
5.20	&	<p>The Committee are informed that some of the key sections for goods traffic between East and West and North and South have reached a capacity utilisation between 80 and 100 per cent which is distinctly above the saturation point. (i.e. 80 per cent utilisation of capacity).</p>
5.21		<p>The Committee agree that doubling and electrification of railway track on a large scale are two measures which can enhance line capacity and should be pursued vigorously. They would like that the key and saturated sections should be given the highest priority for doubling and electrification.</p>
51	5.22	<p>The Committee are informed that in order to enable the track to withstand heavier and faster traffic, the track is being strengthened and modernised and modern methods of maintenance are being adopted to keep it operational and safe for such traffic. A programme for renewal of 1400 kms. of track is expected to be achieved during 6th Plan. These measures are absolutely essential and should be implemented systematically in the interest of safe and speedier movement of heavy traffic and for achieving a higher capacity utilisation on the existing tracks.</p>
52	5.23	<p>The programme for (i) doubling, (ii) electrification and (iii) track renewal and reinforcement are no doubt impressive. In order that these programmes do not fail at implementation</p>

1

2

3

level, it is necessary that the Plan targets are broken up into yearly targets, section-wise and zone-wise; designated agencies made responsible for specific projects and the progress watched closely with a view to avoiding slippages. The Committee would like the Railway Board to draw up detailed programme for each such project and mobilise all resources to put it through within a time frame. The Committee would like to be apprised of the action taken in this regard.

53

5.24

The Committee would like to point out that heavier pay-loads, longer trains and faster speeds would require more intensive inspection of track and rolling stock as otherwise the safety of trains is likely to be jeopardised. The Committee cannot over-emphasise the importance of rigorous observances of inspection schedules and other safety measures and they urge that the Railways should not allow any casualness to develop in the field formations on this front.

54

5.25

&

5.26

In view of the urgent need for augmentation of line capacity in North East Region which heavily depends for its supplies of essential commodities on other parts of the country, the Committee would like that the on going conversion project on Bongaigaon—Gauhati section and the proposed conversion project on Gauhati-Dibrugarh section should be given high priority and executed as fast as possible; and the constraint of funds should not be allowed to stand in the way of their expeditious completion. The Committee expect the Railways to determine inter se priority of other conversion projects after a most careful consideration of all relevant factors and implement them according to a time bound programme.

55

5.27

The Committee would like that a detailed and objective study into the practicality and economics of gauge conversion vis-a-vis upgradation of

1	2	3
62	5.50	The Committee feel that even in case of piece-meal movement of goods, if some flexible norms for movement of goods after booking and for their reaching the destinations after they leave the originating points, could be laid down in broad terms without any penal consequences, a sense of urgency would be imparted in field and operating staff and an all-round efficiency could be achieved. This could be tried on selected sections on an experimental basis in the first instance.
63	5.51	The Committee feel that Quick Transport Service has the potential of eliminating transit delays even in the case of piece-meal consignments. They would like the Railways to extend such services to more and more sections where traffic justifies.
64	5.57	The Committee appreciate the views of the Ministry of Railways in regard to the need for super fast passenger trains. The Committee are also of the view that the solution to the problem lies not in discontinuing or reducing the number of super fast passenger trains which are essential in a vast country like India, but in speeding up the goods trains so as to reduce the speed differential between goods trains and fast passenger trains. The Committee welcome the steps being taken by Railways to introduce new 8-wheeler wagons with better breaking system with a view to accelerating the speed of goods trains from a maximum of 75 k.p.h. as at present to 90 k.p.h. which will be very close the maximum speed of 100 k.p.h. of most of the fast passenger trains. The Committee would watch how speedily the Railways succeed in speeding up the goods trains to the desired level so as to minimise their detentions <i>en route</i> because of fast passenger trains. The Committee would, however, like to

1	2	3
		sound a word of caution that, while speeding up goods trains, adequate measures should be taken to ensure safety of traffic.
65	5.58	In this context, the Committee take note of the new approach of the Railways under which, instead of increasing the number of super-fast passenger trains, they would like to run longer passenger services by double-heading them.
66	5.61	While taking note of the special monitoring arrangements made by Railways to watch movement of essential goods to N.E.F. Railways, the Committee wish to emphasise that because of their geographical situation coupled with dependence on other parts of the country for supply of most of the essential commodities, Assam and other North Eastern States deserve and should be shown special consideration in the matter of railway freight services. They would suggest that the Railway Board should through the special officer posted at Calcutta, maintain constant liaison with these states with a view to resolving their difficulties in this regard.
67	5.84	The Committee feel that with the introduction of the new system of block rake movement of freight, it is necessary for the Railways to get in touch with the various official and non-official agencies connected with bulk movement and take stock of the handling facilities in each state with a view to drawing up a list of stations where such facilities are inadequate and require augmentation. The Committee would recommend that a survey on these lines be made and a programme to develop loading/unloading facilities at selected stations be drawn up and implemented in phases.
68	5.85	A list of Stations on all-India basis where facilities for handling rake loads exist are

1	2	3
		the twin objectives behind the aforesaid decision, the reorganisation and establishment of the Divisions should be brought about without any further delay.
76	6.32	The Committee feel that even though the amount of compensation paid on all the commodities has come down from Rs. 15.25 crores in 1975-76 to Rs. 11.50 crores in 1979-80, special efforts are called for to prevent the loss of commodities which are "essential" for the community. They also feel that efforts to prevent loss in transit should be intensified particularly in the case of consignments of coal and coke, foodgrains and pulses where high amounts of compensation are paid every year.
77	6.33	The Committee are not satisfied with the explanation of the Ministry that the amount of compensation paid in case of coal and coke forms a very small percentage of total value of coal and coke carried by railways and the freight earnings of the commodity. The Committee find that under the existing rules coal and coke booked at owners risk are either not reweighed or reweighment is allowed only in exceptional circumstances provided shortage is heavy and facilities for re-weighment are available. In view of the fact that re-weighment involves detention of wagons and weigh-bridges are not available at all places, re-weighment of coal wagons in each and every case is not considered feasible by railways. In view of this the amount of compensation paid in respect of coal and coke is not the correct index of actual shortage or loss of coal in transit. Actually according to an estimate given in a memorandum the loss of coal range between 10 to 40 per cent though, according to the Chairman, Railway Board, it is between 1 to 3 per cent. The Committee feel that a reliable estimate of the coal

1

2

3

shortage can be made if steps are taken to install weigh-bridges at various unloading points. The Committee would in this connection reiterate the recommendation made in paragraph 3.127 of their 19th Report (5th Lok Sabha) and para 1.27 of their 39th Report (6th Lok Sabha) that major stations which have heavy originating and terminating goods traffic should progressively be provided with facilities for weighing wagons. The Railways should draw a model scheme to explore the possibility of setting up community weighbridges in collaboration with organisations of local enterprises and industrialists in the interest of a more harmonious relationship between the big consignees and the Railways.

78

6.34

The Committee desire that the Ministry should identify the various points where pilferage of coal is heavy and take preventive measures in those areas with the cooperation of the State Governments concerned. Losses suffered and the impact of these preventive measures taken should be kept under constant review.

79

6.35

&

6.36

The Committee are surprised that even though the need for conferring powers of investigation and prosecution and other connected powers on RPF has been emphasised by Administrative Reforms Commission and later by One-man Expert Committee on Railway Security and Protection (1976) and subsequently endorsed by the Estimates Committee in their 19th Report (1977-78), and the Government were reportedly processing the proposal to bring forward a suitable legislation for the purpose the Government have now suddenly decided to drop the proposal. The Committee would like to know the reasons for dropping this proposal and how, in the absence of more powers, the RPF are going to deal with

1	2	3
		the crime against railway property and on railway premises. The Committee feel that this matter should be re-considered.
80	6.37	Now that for the time being the RPF will not be able to play the role of 'police', the Railways will be left with no other alternative but to continue to depend upon the Government Railway Police which is under the control of States but which need to be strengthened to be effective. The Committee would like the Railways to take up the question of strengthening Government Railway Police with States concerned and also try to evolve a working arrangement with the State Governments to place the G.R.P. under the operational control of the Railways for better results.
81	6.38	The Committee find that in emergencies with the specific approval of General Manager, coal wagons booked on non-railway account can be diverted or intercepted by Railways. The Committee have not been informed as to whether the Railways have any legal authority to do so. They would like to be apprised of the legal position in this regard.
82	6.39	In such cases where interception of coal wagons is by conscious decision at the highest level, the Railways should instantly may inform the parties concerned of the interception; the claims for compensation should be settled without delay; and equal number of wagons should be immediately allotted out of turn to the parties by way of compensation. The Committee expect the Railway to see that instructions issued in this regard are actually carried out.
83	6.40	There are instructions that whenever open wagons are used for foodgrains and fertilizers the wagons must be securely covered with tarpaulines

1

2

3

and that block rakes consisting of open wagons should be escorted by RPF staff. But despite clear instructions to this effect, because of frequent and large scale diversion of RPF to non-schedule duties, Railways have not found it possible to depute RPF to escort such rakes in all cases. This is regrettable. The Committee had expressed their dissatisfaction over such diversion of RPF staff from property protection work to non-scheduled duties in their Nineteenth Report (1977-78) and had desired that such a diversion was undesirable and should stop. The Committee had reiterated this recommendation in their 39th Action Taken Report (1978-79). The Committee would like to emphasize again that diversion of RPF from the proper work to non-statutory work especially when it is done at the cost of public property is undesirable and should be discontinued forthwith.

84

6.41

The Committee are informed that stabling of foodgrains rakes *en-route* is resorted to only in unavoidable circumstances like breaches, accidents, congestion on the route or at the terminals. The Committee do not think it is proper to hold up foodgrains rakes in the event of congestion *en route*. They would like the Railways to review these instructions.

85

6.42

It has been represented by the Government of West Bengal that in cases of short receipt of consignments and receipt of consignments in damaged condition short certificates are not issued at certain stations like Shalimar, Cossipore Road, Durgapur. According to the Ministry of Railways a quick check at the three stations have not shown any abnormal delay in issue of such short certificates. The Committee desire that this matter should be examined by the Ministry of Railways in detail and delays in issue of short certificates, if any should be avoided.

1961 BY LOK SABHA SECRETARIAT

Published under Rule 382 of the Rules of Procedure and Conduct of
Business in Lok Sabha (Sixth Edition) and printed by the General
Manager, Government of India Press, Minto Road, New Delhi.
