

ESTIMATES COMMITTEE (1966-67)

EIGHTY-FIFTH REPORT

(THIRD LOK SABHA)

MINISTRY OF RAILWAYS

Action taken by Government on the recommendations contained in the Forty-fifth Report of the Estimates Committee (Third Lok Sabha) on the Ministry of Railways—Integral Coach Factory.



LOK SABHA SECRETARIAT
NEW DELHI

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C O R R I G E N D A

to

Eighty-Fifth Report (Third Lok Sabha) of the Estimates Committee on action taken by Government on the recommendations contained in the Forty-Fifth Report of the Estimates Committee (Third Lok Sabha) on the Ministry of Railways - Integral Coach Factory.

Page v, line 28, for 'Recommendations' read 'Recommendation'.

Page v, line 30, for 'Recommendation' read 'Recommendations'.

Page v, line 30, for 'reply' read 'replies'.

Page 1, line 9, for 'Railways Integral Coach Factory' read 'Railways - Integral Coach Factory'.

Page 14, line 9, for 'Raiways' read 'Railways'.

Page 26, line 3, for 'targeted' read 'targetted'.

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ESTIMATES COMMITTEE

(1966-67)

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Shri B. K. Mukherjee—*Under Secretary.*

INTRODUCTION

I, the Chairman of the Estimates Committee, having been authorised by the Committee, present this Eighty-Fifth Report of the Estimates Committee on action taken by Government on the recommendations contained in the Forty-Fifth Report of the Estimates Committee (Third Lok Sabha) on the Ministry of Railways—Integral Coach Factory.

2. The Forty-Fifth Report of the Estimates Committee was presented to the Lok Sabha on the 20th February, 1964. Government furnished replies indicating action taken on the recommendations on the 18th July, 1964, 29th September, 1964 and 21st November, 1964. Government's replies to 33 recommendations were considered by the Study Group 'D' of the Estimates Committee on the 1st October, 1964 who desired that further information in respect of three recommendations might be called for. Reply in respect of the remaining one recommendation was received on the 21st November, 1964. Further replies in respect of the three recommendations were received on the 26th December, 1964 and 1st January, 1965. These were considered by the Study Group 'D' on the 26th April, 1965. The draft Report on action taken by Government on the recommendations contained in the Forty-Fifth Report was considered by Study Group 'E' on the 17th February, 1966 and adopted by the Committee on the 12th October, 1966.

3. The Report has been divided into the following Chapters:—

- (I) Report.
- (II) Recommendations which have been accepted by Government.
- (III) Recommendations which the Committee do not want to pursue in view of the Government's reply.
- (IV) Recocommandation in respect of which reply of Government have not been accepted by the Committee.

4. An Anlysis of the action taken by Government on the recommendations contained in the Forty-Fifth Report of the Estimates Committee (Third Lok Sabha) is given in the Appendix. It would be observed therefrom that out of 34 recommendations made in the

Report, 31 recommendations i.e., 91 per cent have been accepted by Government and the Committee do not desire to pursue one recommendation i.e., 3 per cent in view of the Government's reply. Replies of Government in respect of two recommendations i.e. 6 per cent have not been accepted by the Committee.

NEW DELHI;
9th November, 1966.
18th Kartika, 1888 (Saka).

ARUN CHANDRA GUHA,
Chairman,
Estimates Committee.

CHAPTER I

REPORT

The Estimates Committee are glad to state that the points brought out in their Forty-Fifth Report (Third Lok Sabha) on the Ministry of Railways Integral Coach Factory have been replied to by the Government in time and generally to their satisfaction.

CHAPTER II

RECOMMENDATIONS WHICH HAVE BEEN ACCEPTED BY GOVERNMENT

Recommendations (Serial Nos. 1 & 2) Paras Nos. 2—4

1. The Committee note with satisfaction that within the span of a few years the Railways have been able to master the technical "know-how" to manufacture of integral coaches so as to dispense with the services of foreign technical collaborators and save the country valuable foreign exchange. The Committee are glad to note that the Integral Coach Factory is now geared up to build all types of Railway Coaches for Broad Gauge and Metre Gauge and to suit any particular specification required.

2. The Committee are glad to note that the actual production in the Integral Coach Factory has exceeded the targets (both original and revised).

REPLY OF GOVERNMENT

The Ministry of Railways are grateful to the Estimates Committee for their appreciative reference to the progress made by the Integral Coach Factory.

[Ministry of Railways (Railway Board) O.M. No. 64-B (C)-EC/45 dated 18th July, 1964].

Recommendation (Serial No. 3) Para No. 5

The Integral Coach Factory has achieved the production rate of 600 coaches per year with the introduction of partial second shift. The Committee feel that as production on single shift basis is 350, it is only equitable that production on two shift basis should be brought up early to about 700.

REPLY OF GOVERNMENT

Two shift working was introduced in the Integral Coach Factory commencing from April, 1959 and has been progressively strengthened. The target of production on two shift working is 700 coach shells per annum in terms of B.G. Thirds and this is expected to be achieved before the end of this Plan period.

[Ministry of Railways (Railway Board) O.M. No. 64-B (C)-EC/45 dated 18th July, 1964].

Recommendation (Serial No. 4) Para No. 6

It has been stated by the representative of the Ministry of Railways that the money allocated for the manufacture of coaches in the Third Plan does not call for introduction of third shift working in the Integral Coach Factory but if the need arises for the third shift, the Railways would certainly consider it. The Committee trust that local difficulties, like transport of workers would not be allowed to come in the way of introduction of third shift if it is otherwise required to augment the coaching stock within the country or for exports.

REPLY OF GOVERNMENT

The Committee's recommendation is noted. The introduction of 3-shift working in any section or sections of the Integral Coach Factory will be considered if and when the need arises.

[Ministry of Railways (Railway Board) O.M. No. 64-B (C)-EC/45 dated 18th July, 1964].

Recommendation (Serial No. 5) Para No. 8

The Committee note that the percentage of overage coaching stock to total stock on Narrow Gauge would be as high as 51.28 per cent at the end of Third Plan. If it is the policy of the Railways not to add new coaching stock for Narrow Gauge, as this Gauge may itself become obsolescent in course of time due to increase in traffic the Committee would suggest that continuous efforts should be made to maintain the Narrow Gauge stock in as good a condition as possible so that the passengers are not put to any inconvenience.

REPLY OF GOVERNMENT

Noted. Action has been taken to pay special attention to the overaged Narrow Gauge coaching stock which is retained in service and to maintain it in as good a condition as possible to avoid any inconvenience to passengers.

[Ministry of Railways (Railway Board) O.M. No. 64-B (C)-EC/45 dated 18th July, 1964].

Recommendation (Serial No. 8) Para No. 11

The Committee note that the production of coaching stock is keeping up with the yearly target fixed by Railways and that, in fact, it is catching up on the throw-forward of requirements from the Second Five Year Plan. If the existing production trend is any indication, the Railways should be able to achieve the limited target for production of coaching stock that they have fixed, however, inadequate that target may be in relation to the requirements.

REPLY OF GOVERNMENT

The Committee's observation regarding production of coaching stock is noted. The targets of production have been based on the plan provision which, in turn, caters for an annual increase of 3 per cent in non-suburban passenger traffic and is within the resources allocated. The actual increase of traffic during the first two years of the plan however has been of the order of 1.75 per cent per annum only instead of 3 per cent as provided. The target of production laid down should, therefore, be adequate to meet the requirements of passenger traffic during the 3rd plan.

[Ministry of Railways (Railway Board) O.M. No. 64-B (C)-EC/45, dated 18th July, 1964].

Recommendation (Serial No. 9) Para No. 13

The Committee are glad to note that the average cost of manufacture per shell has come down from Rs. 274,000 in 1955-56 to Rs. 71,000 in 1961-62.

REPLY OF GOVERNMENT

The observations of the Committee are noted. The average cost of production for all types of shells produced in I.C.F. during 1962-63 also was Rs. 71,000 per shell.

[Ministry of Railways (Railway Board) O.M. No. 64-B (C)-EC/45, dated 18th July, 1964].

Recommendation (Serial No. 10) Para No. 15

The Committee observe that the cost of furnishing coaches in the Integral Coach Factory is less; as compared to the cost of furnishing in Railway Workshops. They are, therefore, glad that the capacity of the Furnishing Division is being increased to match the production of shells. They would, however, like to stress that the capacity thus released in the Railway Workshops should be put to effective use, to avoid any waste of labour and resources.

REPLY OF GOVERNMENT

Noted. The furnishing of the Integral Coach Factory built shells was being done only in a few railway workshops. All possible steps are being taken to employ effectively on alternative work, the capacity released in these railway workshops. With the increase in the holding of coaching stock on railways, it is expected that the released capacity would be absorbed in the work of maintenance of coaches in railway workshops.

[Ministry of Railways (Railway Board) O.M. No. 64-B (C)-EC/45 dated 18th July, 1964].

Recommendation (Serial No. 11) Para No. 16

The Committee have been informed that as a firm price acceptable both to the Railways and the H.A.L. for integral type of coaches manufactured by the latter, could not be arrived at, so far, it has been decided in terms of clause 5 of the Agreement to continue the "cost plus" basis until such time the company is in a position to quote a firm price acceptable to the Railways. The Committee feel that the formula of "cost plus" basis takes away the urgency for reduction of cost of production in Hindustan Aircraft Limited which Committee see no reason why Hindustan Aircraft Limited which have now been manufacturing Integral Coaches for more than five years should not be able to manufacture a coach at a cost comparable to that of Integral Coach Factory. As the existing agreement is due to expire in 1965-66, the Committee suggest that the whole matter with special reference to the cost of manufacture of coaches may be carefully reviewed early by a departmental committee consisting of senior representatives of technical departments and finance.

REPLY OF GOVERNMENT

The recommendation of the Committee is accepted. Action is being initiated to constitute a Technical-cum-Financial Committee representing I.C.F. and H.A.L. to go into the detailed accounting procedure and manufacturing processes which could account for the differences in prices. M/s. H.A.L. are also being addressed to quote firm prices for the coaches on order on them.

[Ministry of Railways (Railway Board) O.M. No. 64-B (C)-EC/45 dated 18th July, 1964].

Recommendation (Serial No. 12) Para No. 17

The Committee note that the cost of manufacture of Metre Gauge coaches differs in Jessop, Railway Workshops and Integral Coach Factory. The Committee feel that as M/s. Jessop and Company Ltd. have experience of several years in the manufacture of Metre Gauge coaches, it should be possible for them to bring down the cost. In this connection, it would be pertinent to mention that the Integral Coach Factory was able to bring down the cost of production of a third class coach from Rs. 1,71,000 in 1956-57 to Rs. 1,42,000 in 1959-60. The Committee have no doubt that as the Integral Coach Factory gain experience of manufacture of Metre Gauge coaches they would be able to bring down the cost.

The Committee have also no doubt that in the light of the cost of manufacture in the Railway Workshops and the expected reduction

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in the cost of manufacture in the Integral Coach Factory, the price paid to M/s. Jessop and Company Ltd. would in equity be brought down.

REPLY OF GOVERNMENT

M/s. Jessop & Co. Ltd. with whom prices are negotiated for every new order, allowing wage and material escalations over the price already allowed for our order against the 1957-58 Rolling Stock Programme, have maintained that their initial price itself has been a cut price, which has assimilated possible economies arising from growing experience. However, having regard to the further possible economies that will accrue from unbroken bulk production over a long period, they have agreed to reduce their price by Rs. 3,876 per coach against the 1962-63 and 1963-64 orders. The increase in prices of the current orders over the price in 1957-58 is accounted for partly by increase in wages and cost of materials over this period and to some extent by the modification in the design of the coach resulting in increase in the overall length of a coach from 58 feet to 64 feet.

The Committee are assured that the Ministry of Railways are constantly endeavouring to effect economies in the cost of coaches whether they are manufactured in the Integral Coach Factory or in the Railway Workshops or procured from the Trade.

[Ministry of Railways (Railway Board) O.M. No. 64-B (C)-EC/45 dated 18th July, 1964].

Recommendation (Serial No. 13) Para No. 18

The last departmental committee to review the amenities provided in III Class coaches and to suggest improvement submitted their Report in 1957 i.e., more than five years ago. The Committee would suggest that a small committee consisting of senior Railway officials with representatives drawn from the Research, Design and Standards Organisation and Integral Coach Factory may be constituted to go comprehensively into the question of providing amenities in III Class coaches and suggest improvements. In fact it would be a good idea if such an expert committee is constituted after every five years to review the amenities provided in coaches and suggest measures to improve them.

REPLY OF GOVERNMENT

The recommendation has been accepted and a Committee of three Senior Railway Officers has been appointed to go into the whole question of amenities in III Class coaches and suggest improvements.

The Estimates Committee's views regarding appointment of a similar Committee after every five years, to review the amenities

provided in coaches and suggest measures to improve them, have been noted. This will be considered at the appropriate time in the light of the circumstances obtaining then.

[Ministry of Railways (Railway Board) O.M. No. 64-B(C)-EC/45, dated 18th July, 1964].

Recommendation (Serial No. 14) Para No. 19

The Committee have been informed that the HAL Bogie has shown better results at speeds over 50 miles per hour in comparison to the allcoil type of ICF bogie. The Committee would suggest that the design of the bogie under manufacture by Hindustan Aircraft Limited may be examined in detail to see what special features thereof could with advantage be incorporated in the design of bogie manufactured in Integral Coach Factory to equally improve its running at speeds of over 50 miles per hour.

REPLY OF GOVERNMENT

The designs of the bogie under manufacture by Hindustan Aircraft Limited and of the Integral Coach Factory bogies have been examined in detail. The riding of both the bogies is satisfactory. At speeds of over 50 miles per hour, however, the lateral riding of the HAL bogie is slightly better than that of the ICF bogie. The lateral riding of the ICF bogie can be improved by providing lateral shock absorbers. This fitment, however, is not produced indigenously yet, and, would involve foreign exchange. It is hoped that indigenous capacity for producing this item will be developed by the Trade in the near future and as soon as this is done they will be provided on the ICF bogie.

[Ministry of Railways (Railway Board) O.M. No. 64-B(C)-EC 45, dated 29th September, 1964].

FURTHER INFORMATION CALLED FOR BY THE COMMITTEE

Please clarify whether lateral riding of the I.C.F. bogie could be increased without being provided with an imported fitment, as in the case of bogie manufactured by H.A.L.

[Lok Sabha Secretariat O.M. No. 5/19 (3)-EC/63, dated 26th October, 1964].

REPLY OF GOVERNMENT

Improvement in the riding qualities of coaching bogies (both ICF and MAN-HAL bogies) is currently under examination. While the MAN-HAL bogie has superior lateral riding the ICF bogie has better vertical riding characteristics. The evolution of a design of an IRS

bogie incorporating the best features of both the MAN-HAL bogie designs at present in use is also in hand.

The fitment of transverse shock absorbers in addition to other modifications would be necessary to effect the desired degree of improvements in the transverse riding characteristics of the ICF bogie.

[Ministry of Railways (Railway Board) O.M. No. 64-B(C)-EC/45, dated 26th December, 1964].

Recommendation (Serial No. 16) Para No. 21

The Committee are informed that there is a proposal, under consideration to manufacture 3 more rakes to increase the frequency of De-luxe services. There is also a proposal to manufacture five air-conditioned tourist cars. The difficulty, however, is about the import of electrical equipment for air-conditioning for which foreign exchange is required. The Committee would suggest that early decision may be taken on the question of manufacture of three more rakes for augmenting De-luxe trains, which are stated to be very popular with the travelling public.

REPLY OF GOVERNMENT

The Committee's recommendation has been noted. Necessary action is being taken to programme, the manufacture of some more Deluxe Rakes for augmenting the existing services.

[Ministry of Railways (Railway Board) O.M. No. 64-B(C)-EC/45, dated 18th July, 1964].

Recommendation (Serial No. 17) Para No. 22

The Committee would suggest that the Research, Design and Standards Organisation of Railways may be specifically asked to go into the problem of noise and dust in coaches and suggest further measures to reduce them.

REPLY OF GOVERNMENT

The exclusion of dust has been receiving sustained attention. The use of aluminium shutters in rubber or felt-lined runners with provision of rubber beadings on the bottom edge of the windows has considerably reduced the ingress of dust into integral steel coaches. Experiments have also been conducted with pressure ventilation in consultation with R.D.S.O. but these have not proved successful so far. Further experiments are programmed with pressure ventilation and the provision of air curtains.

The results of the investigations conducted so far indicate that very little can be done and dust cannot be excluded so long as windows can be easily opened and are often opened. On the other hand, if windows are sealed, the comfort conditions with regard to temperature and humidity will be unsatisfactory. Investigations, however, are being pursued with a view to minimising the dust ingress.

No research as such has been carried out to eliminate noise in coaches. Attempts have, however, been made to reduce the incidence, where uncomfortable noise levels occur in coaching stock, like the use of anti-drumming compound on the side walls of all steel coaches; suitable flooring as in E.M.U.s. using ferobestos flooring with cork backing, removal of rattling due to loose fitting etc. by suitable cushioning or redesign etc.

The Research Designs and Standards Organisation have been asked specifically to pursue these problems with a view to evolving the best practicable solutions.

[Ministry of Railways (Railway Board) O.M. No. 64-B(C)-EC/45, dated 18th July, 1964].

Recommendation (Serial No. 18) Para No. 23

The Committee have been informed that the Heavy Electricals have agreed to make supplies of electrical equipment required for Electrical Multiple Unit coaches in different letters of correspondence. No formal agreement has, however, been entered into by Railways with them. The Committee would suggest that close liaison should be maintained by the Railways with the Heavy Electricals Ltd. To ensure long term supply of electrical equipment for E.M.U. coaches, the Ministry of Railways may consider the advisability of entering into a formal agreement for this purpose with the Heavy Electricals Ltd.

REPLY OF GOVERNMENT

The observations of the Committee are noted. The Committee are assured that the Railways will maintain close liaison with the HEIL and make the maximum use of their available capacity. The desirability of entering into a formal contract with the HEIL will also be borne in mind and considered after the HEIL have established production.

[Ministry of Railways (Railway Board) O.M. No. 64-B(C)-EC/45, dated 18th July, 1964].

Recommendation (Serial No. 19) Para No. 24

The Committee find that while the cost of D.C.E.M.U. coaches of Jessop is Rs. 3.2 lakhs more than the Japanese imported stock of 1955, their capacity is less. It is also noted that while the stock imported from Japan has been giving trouble-free service, the Railways have no experience yet of the performance of Jessop coaches as they were received only recently. The Committee would stress that the cost of manufacture in Jessop should be brought down and that care should be taken to see that the running efficiency and operating performance of E.M.U. coaches manufactured by his firm compare favourably with the imported units.

REPLY OF GOVERNMENT

1. In considering the excess in the cost of Jessop built E.M.U. coaches over that of the Japanese imported stock of 1955, the following factors have to be allowed for:—
 - (a) Jessops were in the initial stage of manufacture of these coaches and their cost of manufacture was, therefore, bound to be higher.
 - (b) Japanese prices are generally lower than the world market prices, and the difference is, therefore, much larger than would be the case if the comparison were made with the cost of similar stock manufactured by Western Countries.
 - (c) The comparison of prices is not in respect of contemporaneously manufactured stock but of coaches built at a time interval of six years.
2. In order to improve the efficiency and operating performance of Jessop-built EMU coaches, the defects detected have been brought to the notice of the manufacturer. The Research Design and Standards Organisation of the Railways, have also been advised to effect suitable modifications and improvement to secure efficient operation and better performance. With the steps already taken it is expected that the performance of these EMU's will steadily improve.
3. In ordering 106 Nos. of EMU coaches on Jessops, several steps have been taken in pursuance of the objective of bringing down the cost.

4. M/s. Jessop & Co. have been required to invite tenders for all non-proprietary items so as to get competitive prices. After a visit to the Integral Coach Factory for a study of the procedure and

methods followed by Integral Coach Factory, they have made several modifications in the design and material of EMU coaches of the 1962-63 order so as to bring down the cost of manufacture. It is hoped that these steps will result in progressive reduction of the price of Jessop built EMU coaches.

It may, however, be mentioned that Electric Traction Equipment which is being supplied by H.E.L., Bhopal, accounts for the bulk of the cost of EMU coaches. The price of this equipment in the initial stage of indigenous manufacture is likely to be higher than the cost of imported traction motors.

[Ministry of Railways (Railway Board) O.M. No. 64-B(C)-EC/45 dated 21st November, 1964].

Recommendation (Serial No. 20) Para No. 25

The Committee are glad that a beginning has been made in the Integral Coach Factory to undertake the manufacture of diesel rail cars which may well prove useful for carrying short distance passenger traffic.

REPLY OF GOVERNMENT

The observations of the Committee have been noted.

[Ministry of Railways (Railway Board) O.M. No. 64-B(C)-EC/45, dated 18th July, 1964].

Recommendation (Serial No. 21) Para No. 26

The Committee consider that as maintenance of coaches is no less important than the manufacture of new ones, the Integral Coach Factory should ensure that the normal quota of spares is supplied to the user Railways.

REPLY OF GOVERNMENT

Out of some 100 items of spares required for the maintenance of Integral Coach Factory coaches, 35 are to be manufactured and supplied by Integral Coach Factory to the user railways. The rest of the items of spares are either normal trade items—which even the Integral Coach Factory obtains from trade—or are to be manufactured in Railway workshops themselves.

The 35 items of spares to be supplied by manufacture in Integral Coach Factory are items for which special tooling and equipment have been provided in Integral Coach Factory and for which it would be desirable to plan the production in Integral Coach Factory.

As already explained by the Ministry of Railways, there were certain difficulties such as shortage of material and production problems in Integral Coach Factory during the period the factory was being enlarged and the production of coaches diversified, which slowed the pace of manufacture and supply of spares to the Railways. However, urgent requirement of the railways were supplied even during this period and there has, therefore, been no difficulty in the proper maintenance of coaches on this account.

The supply of these 35 items of spares has improved very considerably in the recent past. Out of 35 items, 24 have been fully complied with and substantial part supplies have been made in regard to the rest. The Integral Coach are endeavouring to clear the backlog by the middle of 1964 and thereafter to maintain supplies of the normal scheduled quota of spares along with every batch of 100 coaches. Action has also been taken by Integral Coach Factory to increase the capacity in the machine shop which has been the main bottleneck in order to maintain currently the programme of supply of spares to the user railways.

[Ministry of Railways (Railway Board) O.M. No. 64-B(C)-EC/45 dated 18th July, 1964].

Recommendation (Serial No. 22) Para No. 27

The Committee are informed that action is being taken to arrange for the procurement of spares from the Hindustan Aircraft Limited on annual basis for the maintenance of a unit of 100 coaches. The Committee hope that necessary orders for supply of the requisite spares would be placed on the Hindustan Aircraft Limited without delay so that the maintenance of these coaches does not suffer.

REPLY OF GOVERNMENT

The lists of spares required for the maintenance of H.A.L. coaches have been finalised, and the Southern Railway has been asked to obtain supplies in bulk for all the Railways. That Railway is taking action to procure the spares as early as possible.

[Ministry of Railways (Railway Board) O.M. No. 64-B(C)-EC/45 dated 29th September, 1964].

Recommendation (Serial No. 23) Para No. 28

The Committee are glad to know that the position regarding the supply of raw materials has eased. The necessity of ensuring smooth and regular supply of raw materials to the Integral Coach Factory needs no stress.

REPLY OF GOVERNMENT

The observations of the Committee have been noted and the position is being constantly watched.

[Ministry of Railways (Railway Board) O.M. No. 64-B(C)-EC/45 dated 18th July, 1964].

Recommendation (Serial No. 24), Para No. 29

The Committee are glad to note the improvement in the position of supply of wheels and axles to the Integral Coach Factory. They, however, note that during 1963-64 the wheels required for E.M.U. and Metre Gauge coaches and axles for Metre Gauge coaches are being imported. They would, therefore, stress that every effort should be made to develop indigenous capacity for manufacture of wheels and axles so that the necessity of imports is obviated.

REPLY OF GOVERNMENT

E.M.U. coaches have tyres of high tensile steel. This type of steel is not made in this country and import cannot be avoided at present.

The question of manufacturing Metre Gauge wheels and axles required by the I.C.F. at the Durgapur Steel Plant is being actively pursued.

[Ministry of Railways (Railway Board) O.M. No. 64-B(C)-EC/45 dated 29th September, 1964].

Recommendation (Serial No. 25) Para No. 30

The Committee hope that concerted efforts would be made to develop at an early date indigenous capacity for manufacturing spherical roller bearings required by the Integral Coach Factory.

REPLY OF GOVERNMENT

Messrs. National Engineering Industries have been advised to include the manufacture of spherical roller bearings required by the Integral Coach Factory in their expansion scheme. It has also been made a condition in the letter of intent issued to Messrs. Bharat Ball Bearing Co. Ltd., by the Ministry of Steel, Mines & Heavy Engineering (Department of Heavy Engineering) for issuing an industrial licence to manufacture 36,000 pieces of axle-boxes complete with roller bearings per year, that the firm should make more than one type of Railway roller bearing, for example, spherical and

taper, in addition to cylindrical, and that the type of roller bearings for rolling stock to be manufactured by them should have the prior approval of the Research, Designs and Standards Organisation of the Ministry of Railways. The Government [Ministry of Steel, Mines & Heavy Engineering, (Department of Heavy Engineering)] have set up a Panel for advising the Government on the future lines of development of the ball bearing industry and suggesting solutions of the various problems facing the industry from time to time. The Ministry of Railways is represented on this Panel. The first meeting of the Panel has already taken place and working groups have been set up to study important items like the economic size of production, steps to ensure quality, estimation of requirements by sizes and types, requirements of machinery, raw material etc. It was also agreed that special type of bearings required by the Railways should be taken into account in the programme of production.

2. Thus the policy of developing indigenous capacity for spherical roller bearings is already being followed up by the Government in a concerted manner.

[Ministry of Railways (Railway Board) O.M. No. 64-B(C)-EC/45 dated 18th July, 1964].

Recommendation (Serial No. 26) Para No. 31

The Committee are glad that the Integral Coach Factory are rendering assistance to the Small Scale Industries for meeting their demand of components and stores. They would also suggest that the Railways should take the assistance of the Indian Standards Institution so that the specifications for components to be procured from the market are standardised to the extent possible. The Railways may also invoke the assistance of the Commissioner for Small Scale Industries to ensure timely supplies according to specifications.

REPLY OF GOVERNMENT

Procurement of items like aluminium sheets, penelling materials, exterior paints, lubricating and fuel oils other than branded, electrical items for general service like lamps and electrical fittings, wood-screws, split pins and wire nails, G.I. pipes and fittings, rubber hoses, flooring composition, rexine etc. is already being made by the Integral Coach Factory to I.S.I. Specifications. For items, which are of general Railway use, like centre buffer couplers, coat and hat hooks, push cocks, wash hand basins, lavatory pans, wall protector, alarm gear and vacuum brake equipment etc. procurement is being

done to Indian Railways' standard specifications. Since items of this nature are procured in considerable numbers for general use by the Railways, the adoption of Indian Railways' standard specifications for these items facilitates their procurement by the Integral Coach Factory including procurement from small scale units. As more and more I.S.I. specifications are developed, which meet the requirements of the Railways, these specifications are adopted by the Railways and procurement is done accordingly.

2. The Research, Designs and Standards Organisation of the Railways is associated with the I.S.I. in the formulating of I.S.I. specifications for the Railways' requirements, and so far, over 800 I.S.I. specifications have been adopted for use on the Indian Railways. Only certain special components which are specifically designed for the coaches manufactured by the Integral Coach Factory, are being procured to the factory's own specifications and drawings.

3. In addition to regular discussions at the meetings of the Regional Railway Equipment Advisory Committee (which are held quarterly) regarding the participation of small scale units in the Integral Coach Factory's procurement programmes, quarterly meetings are also held with the Small Scale Industries and Handicrafts Board of Madras State. Regular liaison is also maintained with the Director of Small Industries Service Institute, Madras who are a part of the organisation of the Development Commissioner, Small Scale Industries. Regular meetings are also held with the Regional Manager of the National Small Industries Corporation. This is apart from the fact that the Integral Coach Factory have a special officer who provides technical guidance in respect of new lines of production to the interested parties and also goes round various small industrial units to assist them in solving any difficulties they experience.

[Ministry of Railways (Railway Board) O.M. No. 64-B(C)-EC/45 dated 18th July, 1964].

Recommendation (Serial No. 27) Para No. 32

The Committee hope that the manufacture of rubber block bushes and seamless tubes of all sizes would be developed in the country soon.

REPLY OF GOVERNMENT

The development of indigenous capacity for silent rubber block bushes is being followed up. One firm has already submitted a

scheme for the manufacture of these items, to the Department of Heavy Engineering and this is under scrutiny in the Department of Technical Development. The matter is also being pursued with other firms and it is expected that indigenous capacity for silent rubber block bushes would come up in about a year's time.

2. With regard to seamless tubes, five new firms have been licensed for manufacturing this item. One of these firms has already applied for the import of capital equipment required for manufacturing these tubes and it is understood that the request has been cleared by the Capital Goods Committee. As production of the new units develops, import of these tubes is expected to be eliminated.

[*Ministry of Railways (Railway Board) O.M. No. 64-B (C)-EC/45 dated 18th July, 1964*].

Recommendation (Serial No. 28) Para No. 33

The Committee are unhappy that an unduly long period of 16 months was taken in placing orders for the machines required for the manufacture of bolster springs on the manufacturers with the result that the programme for the manufacture of bolster springs has been upset. The Committee, however, hope that the Testing and Scragging machine would be procured by the scheduled date and the manufacture of bolster springs taken in hand without delay.

REPLY OF GOVERNMENT

The procurement of the machines, which was done through the D.G.S. & D., had to be arranged by calling global tenders. This fact, and also the time required for a detailed examination of the tenders received, account for the time between indenting and ordering.

The testing and scragging machine has since been received and the manufacture of bolster springs started.

[*Ministry of Railways (Railway Board) O.M. No. 64-B (C)-EC/45 dated 18th July, 1964*].

Recommendation (Serial No. 29) Para No. 36

The Committee would stress that all efforts should be made to increase productivity in Integral Coach Factory and bring down the cost of manufacture. This will have the twin advantage of reducing the price paid by Railways and of making the Indian coaches competitive in price in the export market.

REPLY OF GOVERNMENT

With the introduction of incentive bonus scheme in the Shell Division of Integral Coach Factory from January, 1960, there has been a progressive rise in outturn and reduction in man-hours as can be seen from the following table:—

Year	Outturn in equated B.G. III class units	Direct man- hours per unit of outturn	Total man- hours per unit of outturn
1959-60 (Pre incentive period)	.	447	8164
1960-61	.	583	6799
1961-62	.	598	6580
1962-63	.	615	6021
1963-64	.	676	Not yet worked out by I.C.F.

Every effort is being made to increase the outturn and bring down the cost of production in the I.C.F.

[Ministry of Railways (Railway Board) O.M. No. 64-B (C)-EC/45 dated 18th July, 1964].

Recommendation (Serial No. 30) Para No. 37

The Committee would invite the attention of Railways to para 43 of their Report on Chittaranjan Locomotive Works and suggest that concerted steps may be taken to give every encouragement to staff to offer constructive suggestions to improve efficiency and reduce cost of manufacture.

REPLY OF GOVERNMENT

The recommendations have been noted. The Ministry of Railways (Railway Board) have been encouraging all categories of staff to offer constructive suggestions to improve efficiency and reduce the cost of manufacture. At present rewards in one or other of the following forms are made for suggestions that are accepted and adopted.

- (1) Special entry in the Service Sheet of the employee;
- (2) Cash Awards;
- (3) Grant of advance increments;
- (4) Preference in grant of study leave;
- (5) Extra sets of passes;
- (6) Scholarships for children.

More recently the following two types of rewards have also been introduced:—

(1) Workmen working under incentive conditions are given a reward equivalent to the savings over a six month period for suggestions resulting in quicker production.

(2) Free or subsidised Educational tours.

2. Wide publicity is given through weekly gazettes and news bulletins not only to these systems of awards in regional languages, Hindi and in English, but also to the recipients and their suggestions.

3. These awards are already showing good results, as on an average about 100 suggestions are received every quarter of which 10 to 15 are found acceptable.

[Ministry of Railways (Railway Board) O.M. No. 64-B (C)-EC/45 dated 29th September, 1964].

Recommendation (Serial No. 31) Para No. 38

The Committee are impressed with the increased production and the economy achieved in Integral Coach Factory as a result of Method, Time and Case Studies and the efforts of Efficiency Cell. The Committee consider that the commendable example of the Integral Coach Factory may with advantage be emulated by other large workshops and public undertakings.

REPLY OF GOVERNMENT

Method, time and case studies like those undertaken in the Integral Coach Factory are also being undertaken in other major Railway Workshops.

2. It is proposed to extend the use of method study with a view to achieving higher productivity.

[Ministry of Railways (Railway Board) O.M. No. 64-B (C)-EC/45 dated 18th July, 1964].

Recommendation (Serial No. 32) Para No. 41

While the Committee are glad to note the systematic measures taken by the Ministry of Railways to step up exports, they find that so far success has been achieved only in securing orders for supply of track material and equipment but India has not yet been able to secure orders for supply of locomotives, coaches and wagons.

REPLY OF GOVERNMENT

The Ministry of Railways are grateful to the Committee for their appreciation of the measures taken by the Ministry to step up exports of Railway equipment.

2. The Ministry of Railways have been keeping in close touch with Ministry of International Trade on the question of exports of rolling stock and Railway equipment.

[*Ministry of Railways (Railway Board) O.M. No. 64-B (C) -EC/45, dated 18th July, 1964*].

Recommendation (Serial No. 33) Para No. 42

The Committee understand that Government have a proposal under consideration to promote a consortium of manufacturers of railway equipment to tender quotations on collective basis as experience has indicated that it is not possible for an individual manufacturer to undertake supplies of railway equipment and railway rolling stock. It is hoped that if this consortium is organised, it would be possible to secure bigger orders for export. The Committee hope that consortium of manufacturers of railway equipment would be organised at an early date.

REPLY OF GOVERNMENT

A proposal to promote a consortium of manufacturers of Railway equipment to tender quotations on collective basis is under consideration.

[*Ministry of Railways (Railway Board) O.M. No. 64-B (C) -EC/45, dated 18th July, 1964*].

FURTHER INFORMATION CALLED FOR BY THE COMMITTEE

Please indicate whether the proposal to promote a consortium of manufacturers of railway equipment has been agreed to in principle, and if so, what action has been taken to promote exports in pursuance thereof.

[*Lok Sabha Secretariat O.M. No. 5/19(3) EC/63, dated 26th October, 1964*].

REPLY OF GOVERNMENT

A Rolling Stock Export Association, fully representative of the rolling stock industry in India, is being formed. Details of the proposal were finalised at a meeting held by the Chairman, Railway Board, on 21st December, 1964, with the representatives of Rolling Stock manufacturing firms. The Secretary, Ministry of Commerce

was also present at this meeting. The Association is expected to start functioning shortly.

[Ministry of Railways (Railway Board) O.M. No. 64-B (C)-EC/45, dated 1st January, 1965].

Recommendation (Serial No. 34) Para No. 43

The Committee would suggest that the Ministry of Railways should take the initiative and chalk out a plan for exports in consultation with the Ministry of International Trade and the manufacturers of rolling stock, railway equipment, etc. so that India can take advantage of the market possibilities which are being offered by the developing countries of Asia and Africa.

The Committee would also suggest early consideration by Government of two suggestions made by the Ministry of Railways for the appointment of Technical Attaches to a few Indian Missions abroad and for appointment of local agents to effectively follow up quotations given by Indian Manufacturers.

REPLY OF GOVERNMENT

Further steps to be taken for promoting the export of railway equipment are proposed to be discussed at a meeting to be held shortly between the Railway Board and the Ministry of International Trade.

[Ministry of Railways (Railway Board) O.M. No. 64-B (C)-EC/45, dated 18th July, 1964].

FURTHER INFORMATION CALLED FOR BY THE COMMITTEE

Please indicate concrete steps taken to promote exports.

[Lok Sabha Secretariat O.M. No. 5/19(3) EC/63, dated 26th October, 1964].

REPLY OF GOVERNMENT

A Rolling Stock Export Association, fully representative of the Rolling Stock manufacturers in India, is being formed with the object of promoting the export of Railway rolling stock. The details of this proposal were finalised at a meeting held by the Chairman, Railway Board, on 21st December, 1964, with the representatives of rolling stock manufacturers. The Secretary, Ministry of Commerce, was also present at this meeting. It is expected that the Association will start functioning shortly.

It is also proposed to attach a Railway technical officer to the Indian Mission at Bangkok and another one at Cairo to liaise with

the Railway authorities in these regions. This proposal is being processed by the Ministry of Commerce with the Ministry of Finance for obtaining necessary sanction etc. and as soon as it is finalised necessary action will be taken to post the officers abroad.

" With the formation of the Rolling Stock Export Association and the posting of Railway technical officers abroad, important concrete steps would have been taken to further the export of Railway equipment.

[Ministry of Railways (Railway Board) O.M. No. 64-B(C)-EC/46, dated 1st January, 1965].

CHAPTER III

RECOMMENDATION WHICH THE COMMITTEE DO NOT WANT TO PURSUE IN VIEW OF GOVERNMENT REPLY

Recommendation (Serial No. 6) Para No. 9

The Committee are informed that cuts were effected in the coach-building programme towards the end of the Second Plan period in order to reduce the expenditure under the head "coaching stock" as it was apprehended that if the original plan provision for rolling stock was put through it would exceed the financial provision due to increase in cost. The Committee, however, note that during the Second Five-Year Plan period from 1956-57 to 1960-61, the Railways incurred an actual expenditure of Rs. 11,079 lakhs against the Budget provision of Rs. 13,298 lakhs resulting in a shortfall of Rs. 2,219 lakhs or approximately 16.6 per cent. The shortfall was largely under non-passenger coaches and under M.G.III class coaches which was made good early in the Third Plan period. The Committee consider that the shortfall in the production of coaching stock during the above period was extremely unfortunate, as to this extent overcrowding on the Railways, particularly in third class coaches was not relieved.

REPLY OF GOVERNMENT

The Second Five Year Plan provided for 3 per cent increase in passenger traffic per annum, or 15 per cent over 5 years. A sum of Rs. 380 crores was allotted under Rolling Stock including Rs. 130 crores for Coaching stock.

A review of the expenditure under the Plan head "Rolling Stock" towards the end of the Second Plan period, taking into account the increase in the cost of materials, indigenous and imported, showed that expenditure could be kept within the Plan allotment of Rs. 380 crores only if the coach procurement programme was reduced. The Planning Commission also had issued a directive allotting lower priority to provision of coaching stock for passenger traffic. The reduction in the numbers of coaching stock, as compared to the original anticipations in the Plan, is shown in the table below:—

Original plan provision for Coaching Stock	No. for which procurement arrangement to had previously been made/planned.	Curtailment		Curtailed procurement programme.	
		Coaching Stock other than E.M.U.	E.M.U.	Coaching Stock other than E.M.U.	E.M.U.
B.G.	6156	5478	174	804	..
M.G.	4786	4070	16	561	..
N.G.	633	465
				4674	174
				3509	16
				465	..

The saving due to the reduction of numbers was estimated at Rs. 15.99 crores—Rs. 10.98 crores for B.G. coaches and Rs. 5.01 crores for M.G. coaches.

It is clarified that the total of the budget provision made in each of the 5 years of a plan period will vary substantially from the figures of outlay under a plan head, since the budget provision in the later years of a plan are larger when there has been shortfall on the provisions made in the earlier years of the plan. A comparision of the authorised five year outlay under a plan head and the actual expenditure under the plan head would, therefore, be more appropriate as a measure of shortfall. By this index the shortfall on Rs. 380 crores provided under the plan head "Rolling Stock", was only Rs. 7.38 crores (1.6%), and on Coaching Stock, the provision for which was reduced to Rs. 114 crores, it was only Rs. 3.21 crores (2.8%). Incidentally, it may be mentioned that the figure of 13.298 lakhs referred to as the budget provision under 'Coaching Stock' during the Second Five Year Plan period represents only the gross provision and is not the net grant, and does not take into account the probable savings allowed for in the Budget and shown separately under a distinct head.

[Ministry of Railways (Railway Board) O.M. No. 64-B(C)-EC/45, dated 18th July, 1964].

FURTHER INFORMATION CALLED FOR BY THE COMMITTEE

- (a) How the cut in the procurement of coaching stock has affected the efficiency of service and how far this reduction has been able to cope with the increase in traffic?
- (b) Has any programme been chalked out for making up the deficiency of coaching stock in the Fourth Plan?

[Lok Sabha Secretariat's O.M. No. 5/19 (3) ECII/63, dated 3rd August, 1966].

FURTHER REPLY OF GOVERNMENT

(a) In spite of cuts imposed in the coach building programme during the Second Five Year Plan, due to paucity of funds, the long distance passenger traffic increased by 25% against an increase of 15% provided in the Plan. The Railways were able to cope with this increase mainly by keeping overaged passenger coaches in service with proper repairs, and by augmenting loads of existing passenger services to the maximum extent possible. This is evident from the fact that against the Plan provision for the replacement of 4392 BG, 1422 MG and 633 NG coaches during the Second Five Year Plan the

actual withdrawals made were only 1449 BG, 1116 MG and 58 NG coaches. It was however, not possible to relieve over-crowding adequately though the disparity in over-crowding on the B.G. and the M.G. sections which existed at the end of the First Plan was largely evened out, the percentage of over-crowding on the BG and the MG at the end of the 2nd Plan being 13% and 11% respectively as against 16% and 26% at the end of the 1st Plan.

(b) In the III Plan period—1961-1966, the long distance traffic increased by about 18% against 25% witnessed in the II Plan. At the commencement of the Third Plan, over-crowding assessed on the B.G. and the M.G. was 13 and 11 per cent respectively and recent census figures have shown that overcrowding is still more or less of the same order. In order to mitigate the hardship to a large extent as also to cater for the additional demands of traffic, it has been tentatively decided to provide for an overall increase of 20 per cent (4% per annum) for the long distance passenger traffic during the Fourth Plan as against 15 per cent increase (or 3 per cent per annum) planned in the last two plan periods. With this increased provision, it is anticipated that over-crowding will further come down significantly, if not altogether eliminated, during the Fourth Plan.

[Ministry of Railways (Railway Board) O.M. No. 64-B (C)-EC/45, dated 12th August, 1966].

CHAPTER IV

RECOMMENDATIONS IN RESPECT OF WHICH REPLIES OF GOVERNMENT HAVE NOT BEEN ACCEPTED BY THE COMMITTEE

Recommendation (Serial No. 7) Para No. 10

The Committee are constrained to note that the total anticipated production, during the Third Five Year Plan is less than the 'total planned requirements' for that period. The Committee would suggest that the Ministry of Railways should endeavour to match production with the planned requirements. The Committee need hardly add that the planned requirements of coaching stock are in fact on the conservative side as they provide for only 3 per cent increase in passenger traffic per year whereas experience of both the Second Five Year Plan and of the first two years of the Third Five Year Plan indicate that the actual increase is of the order of about 5 per cent per annum. i.e. both suburban and non-suburban traffic are taken together.

REPLY OF GOVERNMENT

When the Third Five Year Plan was framed, the total requirements of coaching stock during the Third Plan was based on the total installed capacity available in the country for the production of coaching stock both in the public and private sector. However, from the trend of production during the first half of the Third Plan it is estimated that there is likely to be a shortfall of 133 BG, 452 MG and 67 NG coaches from the original targetted requirements during the Plan. This was mainly due to shortfall in production in HAL and Jessop's during the first half of the plan period. While they would be urged to raise production to the full extent of the installed capacity during the rest of the plan period, it may not be possible to make up the shortfall during the period that has already elapsed and to that extent the coach building programme is likely to fall short of the total planned requirements over the five years of the Third Plan. It is, however, pointed out that the shortfall will largely be in Non-passenger coaches.

[Ministry of Railways (Railway Board) O.M. No. 64-B(C)-EC/45, dated 18th July, 1964].

COMMENTS OF THE COMMITTEE

The Committee are constrained to note that there would be a shortfall of 133 broad gauge, 452 metre gauge and 67 narrow gauge coaches as compared to the original targeted requirements during the Plan. In view of the admitted over-crowding on trains, the Committee would urge that every effort should be made to achieve the production of at least passenger coaches to the level of the original targeted requirements.

Recommendation (Serial No. 15) Para No. 20

The Committee were informed that if the existing sitting coaches were replaced by sleeper coaches, it would be to that extent reduce the number of passengers which would otherwise have been carried. The Committee find that the difference in the earmarked seating capacity between an ordinary III Class coach and a three-tier sleeper coach is only five. The Committee would, therefore, suggest that the Railways may endeavour to provide III Class sleeper coaches on all long-distance trains which involve night running of 8 hours and more.

REPLY OF GOVERNMENT

The policy generally is to provide one or two third class sleeper coaches on all long distance Mail and Express trains running for 800 KMs. and over on B.G. and 450 KMs. and over on M.G.

The question of introducing this facility on trains running for lesser distances and involving night journeys will be taken up for consideration in due course, after providing this facility on long distance trains as indicated above.

It is not feasible to replace all the third class coaches in trains involving night running of 8 hours or more by sleeper coaches as, in that case, there will be no unreserved accommodation and short distance passengers who require only sitting accommodation will be put to considerable inconvenience.

[Ministry of Railways (Railway Board) O.M. No. 64-B(C)-EC/45, dated 18th July, 1964].

COMMENTS OF THE COMMITTEE

The Committee would reiterate that maximum number of third class sleeper coaches should be provided on long distance trains

specially for long distance passengers who have to travel at a stretch at night beyond 20:00 hours; necessary arrangements also should be made for accommodating short distance passengers who require only sitting accommodation.

NEW DELHI;

ARUN CHANDRA GUHA,

9th November, 1966.

Chairman,

18th Kartika, 1888 (Saka).

Estimates Committee.

APPENDIX

Analysis of the action taken by Government on the recommendations contained in the 45th Report of the Estimate Committee (Third Lok Sabha)

1. Total number of recommendations	34
2. Recommendations which have been accepted by Government (<i>vide</i> recommendation Nos. 1, 2, 3, 4, 5, 8, 9, 10, 11, 12, 13, 14, 16, 17, 18, 19, 20, 21, 22, 23, 24, 25, 26, 27, 28, 29, 30, 31, 32, 33, and 34 referred to in Chapter II).	
Number	31
Percentage to total	91%
3. Recommendation which the Committee do not want to pursue in view of Government's reply (<i>vide</i> recommendation No. 6 referred to in Chapter III).	
Number	1
Percentage to total	3%
4. Recommendations in respect of which replies of Government have not been accepted by the Committee (<i>vide</i> recommendation Nos. 7 and 15 referred to in Chapter IV).	
Number	2
Percentage to total	6%

Sl. No	Name of Agent	Agency No.	Sl. No.	Name of Agent	Agency No.
27.	Bahree Brothers, 188, Lajpatrai Market, Delhi-6.	27	33.	Bookwell, 4, Sant Naran-kari Colony, Kingsway Camp, Delhi-9.	90
28.	Jayana Book Depot, Chapparwala Kuan, Karol Bagh, New Delhi.	66			
MANIPUR					
29.	Oxford Book & Stationery Company, Scindia House, Connaught Place, New Delhi.—1.	68	34.	Shri N. Chaoba Singh, News Agent, Ramlal Paul High School Annex, Imphal.	77
30.	People's Publishing House, Rani Jhansi Road, New Delhi.	76			
AGENTS IN FOREIGN COUNTRIES					
31.	The United Book Agency, 48, Amrit Kaur Market, Pahar Ganj, New Delhi.	88	35.	The Secretary, Establishment Department, The High Commission of India, India House, Aldwych, LONDON, W.C.—2.	
32.	Hind Book House, 82, Janpath, New Delhi.	95			



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