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SELECTED COMMITTEE

ON RAILWAYS

(1993-94)

TENTH LOK SABHA

MINISTRY OF RAILWAYS

FIRST REPORT



सत्यमेव जयते

LOK SABHA SECRETARIAT
NEW DELHI

May, 1993/Vaisakha, 1915 (Saka)

FIRST REPORT

STANDING COMMITTEE ON RAILWAYS (1993-94)

TENTH LOK SABHA

MINISTRY OF RAILWAYS
(RAILWAY BOARD)

PASSENGER AMENITIES

Presented to Lok Sabha on 14 May, 1993

Laid in Rajya Sabha on 14 May, 1993



LOK SABHA SECRETARIAT
NEW DELHI

May, 1993/Vaisakha, 1915 (Saka)

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CONTENTS

	PAGE
COMPOSITION OF THE COMMITTEE	(iii)
INTRODUCTION	(v)
REPORT	1
MINUTES	
19 April, 1993	13
23 April, 1993	15
27 April, 1993	17
12 May, 1993	19

COMPOSITION OF THE STANDING COMMITTEE ON RAILWAYS
(1993-94)

CHAIRMAN

Shri Somnath Chatterjee

MEMBERS

Lok Sabha

2. Shri Harilal Nanji Patel
3. Shri A.R. Antulay
4. Shri G. Madgeowda
5. Smt. Santosh Chowdhary
6. Kumari Frida Topno
7. Shri Dileep Singh Bhuria
8. Dr. Kartikeswar Patra
9. Shri Ashok Gchlot
10. Shri Manku Ram Sodhi
11. Shri Allola Indrakaran Reddy
12. Shri B. K. Gudadinni
13. Shri Anand Ahirwar
14. Shri D. B. Shingda
15. Shri Tejsingh Rao Bhonsle
16. Shri Ram Naik
17. Shrimati Sheela Gautam
18. Shri Phool Chand Verma
19. Shri Mangal Ram Premi
20. Shri Shrish Chandra Dikshit
21. Shri Raj Narain
22. Shri Ramchandra Veerappa
23. Shri Brishin Patel
24. Smt. Girija Devi
25. Shri Ram Lakhan Singh Yadav
- *26. Shri Basudeb Acharia
27. Shri Ramashray Prasad Singh
28. Shri S. S. R. Rajendra Kumar
29. Shri Moreshwar Save
30. Shri P. C. Thomas

Rajya Sabha

31. Shri S. S. Ahluwalia
32. Shri V. Rajan Chellappa
33. Shri V. Gopalswamy
34. Shri Shamim Hashmi
35. Shri Mohinder Singh Kalyan
36. Shrimati Sarala Maheshwari

* Nominated w.e.f. 3 May, 1993 vice Shri T. J. Anjalose resigned.

(iv)

37. Shri Radhakishan Malaviya
38. Shri Sarada Mohanty
39. Shri Vishwasrao Ramrao Patil
40. Shri Satish Pradhan
41. Shri O. Rajagopal
42. Shri Kailash Narain Sarang
43. Shri Abdul Samad Siddiqui

SECRETARIAT

1. Shri G.L. Batra — *Additional Secretary*
2. Shri R. K. Chatterjee — *Deputy Secretary*
3. Shri Ram Kumar — *Under Secretary*

INTRODUCTION

1. The Chairman of Standing Committee on Railways (1993-94) having been authorised by the Committee to submit the Report on their behalf, present this First Report on the Ministry of Railways (Railway Board)—Passenger Amenities.

2. The introduction of Departmentally related Standing Committees System is a major step towards exercising closer Parliamentary control on the functioning of the Executive in a Parliamentary form of Government. As a matter of fact, it can be described as a breakthrough in the closer interaction between the Legislature and the Executive. Hon'ble Speaker, Shri Shivraj V. Patil, has opened a new chapter in making the institution of Parliament more purposeful and participative in democratisation of the functioning of the State in its practical form.

3. The Standing Committee on Railways (1993-94) took oral evidence of the representatives of the Ministry of Railways (Railway Board) on 23 and 27 April, 1993. The Committee wish to express their thanks to the Officers of the Ministry of Railways (Railway Board) for placing before them most of the material and information which they desired in connection with the examination of the subject and for giving evidence before the Committee, and it is expected that other relevant materials will be made available, as and when the Committee need the same for their further report on the matter of 'Passenger Amenities'.

4. The Report was considered and adopted by the Standing Committee on Railways on 12 May, 1993.

5. For facility of reference, the recommendations/observations of the Committee have been printed in thick type.

NEW DELHI;
12 May, 1993

22 Vaisakha, 1915 (Saka)

SOMNATH CHATTERJEE,
Chairman,
Standing Committee on Railways.

REPORT

The Indian Railways are the principal carriers of goods and passengers. The number of passengers has increased from 1284 millions in 1950-51 to 3933 millions in 1992-93. The Railway Convention Committee held the view in 1949 that amenities to the travelling public should be provided particularly to those using the lower class of travel. For this purpose a development fund was created with a provision of Rs. 3 crores per annum earmarked for passenger amenities. The minimum amenities known as basic passenger amenities provided in 1952 irrespective of the status of the station were as follows:

1. *Regular & Flag Stations*

- (i) Waiting halls
- (ii) Benches
- (iii) Suitable lighting
- (iv) Drinking water facility
- (v) Latrines
- (vi) Suitable platforms
- (vii) Booking arrangements
- (viii) Shady trees.

2. *Halt stations (whether worked by contractor or departmentally)*

- (i) Rail level platforms of suitable length
- (ii) Waiting shed-cum-booking office
- (iii) Lighting where trains stop at night
- (iv) Shady trees.

2. In 1965 the Railway Convention Committee enhanced the amount to be allotted to passenger amenities from Rs. 3 crores to Rs. 4 crores per annum. Following this Railway Board included certain items like provision of retiring rooms, provision of foot over-bridges etc. in the list of passenger amenities. This list was commented upon by the Estimates Committee in their Tenth Report (1977-78) and the Estimates Committee recommended that the additional items in the list whenever made should be placed before Parliament so that Members may get timely opportunity to express their views.

3. In the Fifth Plan the Railways spent an average of Rs. 3.5 crores per annum on passenger amenities. It was stepped up to Rs. 5 crores per annum in the Sixth Plan. In the Seventh Plan the average was about Rs. 15.36 crores per annum.

4. Budget allocation and actual expenditure on passenger amenities during the last three years are as follows:

Year	Budget Allocation	Actual Expenditure
1990-91	Rs. 28 crores	Rs. 20.8 crores
1991-92	Rs. 31 crores	Rs. 23.6 crores
1992-93	Rs. 50 crores	Rs. 9.9 crores (upto December, 1992)

5. The Standing Committee on Railways were informed in April, 1993 that various amenities provided at Railway Stations are classified into two categories viz. (i) Basic amenities and (ii) Additional facilities. The basic amenities are:

I. At Regular and Flag Stations

- (i) Proper Booking Arrangements
- (ii) Waiting Hall
- (iii) Benches
- (iv) Suitable arrangements for lighting
- (v) Drinking water supply arrangements
- (vi) Platforms with well maintained surface
- (vii) Latrines
- (viii) Shady trees.

II. At Halt Stations

- (i) Booking office-cum-waiting shed
- (ii) A rail level platform of suitable length having regard to the length of the trains stopping at the station
- (iii) Lighting where trains stop at night
- (iv) Shady trees...

Some of the additional amenities provided are:

- (i) Urinals
- (ii) Platform covers
- (iii) Bath facilities
- (iv) Water coolers
- (v) Foot overbridges or sub-ways
- (vi) Washable aprons

- (vii) Retiring rooms and Rail Yatri Niwas
- (viii) Refreshment rooms, base kitchens and trolleys/stalls for catering and vending
- (ix) Improved lighting and fans on platforms
- (x) Enquiry offices, train indicator boards
- (xi) Reservation offices—computerised reservations
- (xii) Improvement to circulating area
- (xiii) Car, tonga, cycle stands
- (xiv) C.C.T.V.
- (xv) Cushioning of second class berths.

6. In the information furnished on 7 May, 1993, Railway Board has added six more items as additional amenities:

- (xvi) Sub-ways
- (xvii) Carriage watering
- (xviii) Book stalls
- (xix) Raising, lengthening, widening and resurfacing of platforms
- (xx) Public address system
- (xxi) Improvement to circulating area.

Two of these items are repetition of additional amenities already included in (v) and (xii).

7. How much amount is earmarked for basic amenities and how much for additional amenities and their percentage to total amount spent on passenger amenities were not made available to the Committee. It is stated that the data is not readily available and the particulars are being obtained from Zonal Railways.

8. The Ministry of Railways (Railway Board) has informed the Committee that —

- (i) Railways are conducting periodic Surveys to ascertain whether the basic amenities available at various stations are commensurate with the level of traffic handled and norms laid down. Deficiencies, if any, are eliminated in a phased manner.
- (ii) With a view to improving the monitoring mechanism for provisions/upkeep of various passenger amenities at stations and on trains, certain important stations and trains have been selected and senior officers nominated to frequently visit and inspect the nominated stations/trains and initiate remedial action where shortcomings are noticed.
- (iii) Service improvement groups are functioning at stations, divisional and headquarter levels. These groups check the maintenance of passenger amenities at various stations and take remedial steps both long term and short term.
- (iv) Senior officers during their inspections also check various aspects including maintenance of passenger amenities and suggest/take measures to improve the same and make good the shortcomings.

- (v) To effect better coordination among various agencies involved in upkeep of passenger amenities, the Station Managers/Superintendents function as coordinating authority at the Stations.
- (vi) A 4-Member Committee headed by Shri R.S. Panchhazari has been constituted at the national level to check the passenger amenities provided at Railway Stations and in trains, and to suggest areas requiring improvements. Immediate action is taken on the inspection notes of the Committee.

9. The Committee have also been informed that liberal and adequate provisions have been made for drinking water supply at stations by providing taps, water huts, water trolleys, hand pumps and bore wells etc. for providing cool water during summers. Water coolers have been provided at 1,299 stations as on 31-12-1992. Drinking water arrangements are strengthened during summer months by deploying additional watermen. In train, drinking water is made available to the passengers by providing flasks in First A.C. Coaches, Water containers in AC-2 Tier Coaches and Jerry cans in first and second class coaches. The Coach Attendants of the First Class Coaches and electrical staff of the AC Sleeper Coach have been made responsible for replenishment of these jerry cans and water containers at frequent intervals. In case of sleeper class coaches, the staff at intermediate station including watermen are responsible for filling of jerry cans.

10. However, the facts do not support the information given to the Committee. The inspection report of Shri R.S. Panchhazari stated that out of 223 Railway Stations in Vadodara Division of Western Railway, water was not available at 71 Railway Stations. It was stated during the oral evidence given on behalf of the Railway Board on 27 April, 1993 that the deficiency regarding taps, hand pumps etc. would be wiped out in another two years' time.

11. In reply to another question as to who is directly responsible for the proper maintenance and availability of the facilities to the travelling people, the witness replied:

“The direct responsibility is that of the concerned supervisor and officers in the division. At the Railway Station, it is the Station Master. As and when he finds anything not working, he immediately sends a message to the concerned supervisor who then deposes a man to rectify it depending upon the nature of the complaint. At some of the stations, we have granted imprest money to rectify minor defects. We have started this system, but it is not introduced in a big way.”

12. The Estimates Committee in their Sixtieth Report (1987-88) recommended that the Railways would have to establish a system for storage of water in pantry cars especially in all long distance trains for supply to the passengers in second class coaches through water bearers at regular intervals.

13. Admitting certain shortcomings in the drinking water supply arrangements, the Ministry of Railways (Railway Board) stated that:

“While drinking water arrangements at the stations are by and large adequate, there are some practical difficulties in providing drinking water in sleeper class and Second Class coaches. The jerry cans provided in sleeper class at times do not get replenished enroute when they run out of water and trains stops after a long time. Theft of jerry cans have also taken place. No arrangement is feasible in second class which are not manned.”

14. A test-check by Comptroller and Auditor General of India during 1989 revealed that out of 693, 796 and 851 stations on Central, Eastern and South Eastern Railways position regarding availability of basic amenities was as follows:

Railways	No. of Stations	Without Drinking Water	Without Latrines	Without waiting sheds/halls	Without Shady Trees
Eastern	796	378	285	329	261
Central	693	239	290	180	173
South Eastern	851	258	143	95	232
Total	2340	875	718	604	666

15. In other words there were 875 stations on these Railways that were without drinking water, 718 stations without latrines and 604 stations without waiting sheds/halls etc. Minimum basic facilities were not provided at all these stations.

16. The Ministry of Railways (Railway Board), however, submitted that ‘the basic amenities as per the prescribed norms provided at all the stations’ and ‘no change in the norms is contemplated at present.’

17. The Committee have also been informed that Catering facilities on the Indian Railways are now made available at over 3000 stations and on 100 pairs of trains. 2894 stations and 49 pairs of trains are being privately managed at present. Besides, 39 stations are having catering provided in part by private contractors alongwith departmental catering units. Only 71 stations and 49 pairs of trains are catered by the departmental units.

During evidence some members pointed out that the compartments of various mail/express trains are not cleaned properly. Even during the long journey by Utkal Express from Rourkela to Delhi, the A.C. Compartments of the train are not cleaned even once. Toilets are also dirty and unhygienic. Flies are found everywhere. There are instances where rats are found here and there. In reply, the Chairman, Railway Board stated that he had noted the points and added that some improvement had already been effected in this regard.

18. The Committee note that following the recommendations of the Railway Convention Committee in 1949, a Development Fund with the provision of Rs. 3 crores was created for providing basic amenities to passengers every year. In 1952, passenger amenities included provisions for booking arrangements, waiting halls, benches, suitable lighting arrangement, drinking water, latrines, shady trees and at halt stations (whether worked by contractors or departmentally) rail level platforms of suitable length, waiting shed-cum-booking office, lighting where trains stop at night and shady trees. In 1965, following the recommendations of the Railway Convention Committee for enhancement of the amount for passenger amenities to Rs. 4 crores per annum, the Railway Board while increasing the amount included some other items in the list of basic amenities. In the Fifth Plan, Railways spent Rs. 3.50 crores per annum on passenger amenities and it was stepped up to Rs. 5 crores per annum in the Sixth Plan. In the Seventh Plan, the per annum expenditure under the head of passenger amenities was about Rs. 15.36 crores.

19. From the list of basic amenities provided during 1952 and as at the end of Seventh Plan, the Committee find that not a single item more of basic amenities has been added to the list to make the passengers little more comfortable. This contradicts the claim of the Railway Board that better facilities/amenities are provided with the improvement in the standard of life of the travelling public. The Committee hope that the Railways will take note of the fact and make sincere efforts to effect improvement in the standard of passenger amenities.

20. The Committee fail to understand as to how certain basic functional requirements like urinals, platform covers, water coolers, foot overbridges or sub-ways, reservation offices, inquiry offices with train indication boards, improved lighting and fans arrangement provided in certain stations could constitute additional amenities provided to the passengers. The Committee are of the view that being the sole rail transport carrier of the country, Railways have a solemn duty and moral responsibility to serve the travelling public but they have not discharged their duty in providing adequate amenities and classified certain basic functional requirements at stations/platforms as passenger amenities. This attitude of the Railways cannot be appreciated.

21. The Committee observe that the amount spent on passenger amenities per annum from 1952 till the end of Sixth Plan period remained almost static even though money value during this period decreased considerably. In other words, the Railways failed to even maintain the same standard of passenger amenities over this period of time.

22. Sudden step-up in the allocation of funds for passenger amenities during 1992-93 and 1993-94 keeping the provision for basic amenities at 1952 level has led the Committee to conclude that Railways have been able to inflate the amount under the head passenger amenities by including such items in passenger amenities, especially in additional facilities, viz. computerisation, air-conditioning of Upper Class Waiting Halls, installation of water coolers in place of *Matkas* (earthen pitchers) etc. which require larger

investment irrespective of the benefit reaching the travelling public especially to Second Class passengers. It would be more appropriate if Railways furnish a break-up of expenditure of the amount allocated for 'basic passenger amenities' and 'additional facilities' to help the people know what type of passenger amenities are enhanced for the benefit of the public.

23. The Committee would like the Railways to spell out in unequivocal terms the basic amenities as recommended by the Estimates Committee long back and the items included in it. The Committee cannot help expressing their shock and surprise over the inclusion of basic necessities like provisions of urinals, platform covers, sub-ways and catering arrangements etc. as additional facilities in the list of passenger amenities. The Committee are strongly of the view that nothing less than this could be provided to make the railway stations/platforms functional ones.

24. To their great dismay, the Committee find that the Railways are not serious and sincere enough in providing much needed basic amenities to the passengers as would be evident from the fact that out of budget provision of Rs. 28 crores under the head 'passenger amenities' during the year 1990-91, the Railways spent only Rs. 20.9 crores. Again, out of a budget provision of Rs. 31 crores made for the purpose during 1991-92, the Railways spent only Rs. 23.6 crores. In respect of budget provision for 1992-93, the trend is not too happy. Out of an enhanced budget provision of Rs. 50 crores, Railways could spend only Rs. 9.9 crores till December, 1992. The Committee do expect the Railways to act speedily and efficiently in responding to the basic requirements of travelling public. They trust that the Railways should be able to spend Rs. 60 crores provided for 1993-94 to implement the schemes included in the proposals for enhancement of passenger amenities.

25. From the reports and other documents placed before the Committee, they cannot but conclude that catering arrangement at the railway stations or in the trains are far from being satisfactory. This is yet another area which needs immediate attention for improvement.

The Committee are constrained to note that cleanliness in trains like Utkal Express etc. is not satisfactory. They would like the Railways to ensure that compartments of various long distance trains are cleaned and disinfected periodically.

26. The Committee further observe that although the Estimates Committee in their Sixtieth Report (1987-88) recommended for providing of storage tank for supply of drinking water to the long distance Second Class passengers, no concrete steps appear to have been taken to implement that recommendation. The Committee would like to know what steps have been taken to remove the shortcomings.

27. The Committee do not agree with the views of the Ministry of Railways (Railway Board) that basic amenities as per prescribed norms are provided at all the stations. Innumerable complaints have been received and inspection reports of different officers/agencies also confirm the fact that even basic amenity like drinking water is not always available in large number of railway stations. Even the findings of the Comptroller & Auditor General of India in 1989 confirm that drinking water was not available in as

many as 975 stations of 2340 stations of Eastern, Central and South Eastern Railways visited by them, for example, out of 223 stations in Vadodara Division of Western Railway visited by the Chairman of Passenger Amenities Committee (Shri Panchhazeri) no drinking water facility was available in 71 stations. Inspection notes of other officers also indicate that even arrangement for this basic amenity is not adequate or not available. Even the Comptroller & Auditor General Report of 1989 pointed out that minimum basic amenities were not available in most of the 2340 stations in Eastern, Central and South Eastern Railways inspected by him in that year.

28. The Committee have been informed that passenger amenities provided at various stations or in trains are periodically checked by appropriate authorities and suitable steps taken to remove the deficiencies in a phased manner. On perusal and scrutiny of inspection reports of the Executive Director (Passenger Amenities) and inspection reports of Shri Panchhazeri, Chairman of the Passenger Amenities Committee at the national level, the Committee are inclined to believe that Railways do not take prompt action to remove the deficiencies pointed out from time to time. Even though some sort of standing arrangements do exist for maintenance of the facilities and steps are taken to remove the deficiencies, the mechanism does not function to the desired level. There is hardly any evidence to show that for failure in the maintenance and providing of facilities to the passengers, especially Second Class passengers, any action was taken against any railway officials. The Committee feel that the system needs thorough overhauling. It is needless to stress that all persons responsible for maintaining certain facilities/public utilities/amenities in different trains and at different stations should be held responsible and brought to book for the lapses whenever it is reported upon and proved beyond doubt. For this purpose, a standing Action Committee competent to deal with the lapses of officers of all levels be constituted at the Board level to fix the responsibility for lapses.

29. During evidence, the Members of the Committee expressed concern over the difficulties being experienced by long distance Second Class Sleeper passengers. It has been observed that due to non-availability of unreserved compartments on these routes especially the long distance trains going to Kerala etc., the passengers who do not have reservations enter the compartment and forcibly occupy the seats of reserved passengers travelling in those coaches for want of any space for movement. The Committee asked the Chairman, Railway Board, to explain how the Railway Board was going to sort out the problem. In reply the Chairman, Railway Board, stated that the Government were already seized of the matter and trying to find out some solution to the problem.

30. The Committee consider the problem a serious one and require immediate solution. The long distance Second Class Sleeper passengers, who are to travel in the same coach for 2-3 days at a stretch should get the facilities intended for them. They would like the Railway Board to consider the matter on priority basis and introduce some unreserved compartments in those trains if possible so that ordinary Second Class passengers too can

avail of the travel facilities in a fast train without causing any inconvenience to the *bona fide* sleeper passengers. The Railway Board should make a review of the situation consequent upon the introduction of the new system and should evolve proper method to help the passengers over both short and long distances.

Passenger earnings vis-a-vis actual expenditure on Passenger Amenities

31. The earnings from passenger traffic *vis-a-vis* the actual expenditure on 'Passenger Amenities' during the Sixth and Seventh Five Year Plans were as under:

Plan	Year	Earnings (Rs. in crores)	Increase in earnings during Plan	Actual Ex- penditure on Passenger Amenities	%age of Col. (5) to (3)
1	2	3	4	5	6
VI	1980-81	827.5		5.18	
	1981-82	988.6		5.36	
	1982-83	1161.6		5.06	
	1983-84	1353.6		5.02	
	1984-85	1458.8	76%	4.91	
	TOTAL	5790.1		25.53	0.44
VII	1985-86	1719.67		6.75	
	1986-87	1940.96		11.31	
	1987-88	2060.06		16.91	
	1988-89	2455.50		18.22	
	1989-90	2668.92	55%	23.59	
	TOTAL	10845.11		76.78	0.71
	1990-91	3147.5		20.86	0.7
1991-92	3684.6		23.60	0.7	

32. While earnings from passenger traffic during Sixth Plan went up from 827.5 crores in 1980-81 to Rs. 14518.8 crores in 1984-85, registering an increase of 76%, during the Plan period, expenditure on 'Passenger Amenities' remained static at an average of Rs. 5 crores per annum *i.e.* 0.44% of the total earnings. The total passenger earnings during the Seventh Plan rose from Rs. 1719.67 crores in 1985-86 to Rs. 2668.92 crores in 1989-90 indicating an increase of 55% during the plan period, the expenditure was only 0.71% of passenger earnings. The ratio of the actual expenditure on passenger amenities to earnings during this period increased by a meagre 0.27% over the Sixth Plan.

33. The Committee find that there has been only a marginal increase of 0.27% in the expenditure on passenger amenities to passenger earnings in the Seventh Plan over the Sixth Plan. In the opinion of the Committee, passengers deserve a better deal and greater allocation should be made on passenger amenities in proportion to the growth of passenger traffic and their earnings.

34. Every year in the budget proposals, the Ministry of Railways (Railway Board) propose certain expenditure on Passenger and Other Railway Users Amenities' to be incurred by different Railways under different heads of expenditure. Details of these proposals are included as Appendix II of Explanatory Memorandum on the Railway Budget.

35. As regards the procedure adopted in allocating the amount Railway-wise it has been stated by the Railway Board:

“Pending final allotment of funds under the Plan Head ‘Passenger and Other Railway Users Amenities’, the tentative ceiling is fixed internally by the Railway Board and the Railways are asked to send their proposals to be executed in the next year keeping in view the ceiling limit, the amount needed for the completion of the on-going works, etc. These proposals come to the Railway Board through the Preliminary Works Programme and all items costing more than Rs. 50 lakh are itemised in the Pink Book presented to the Parliament. For the Works costing more than Rs. 15 lakh the details are furnished by the Zonal Railways in the final Works Programme. For the works which are costing less than Rs. 15 lakh, no details are given by the Railways. By the time the Final Works Programme is received and scrutinised in the Railway Board, the size of the Annual Plan gets finalised and so also the final allotment under the different Plan Heads including the Plan Head ‘Passenger and Other Railway Users Amenities’. This amount is distributed Railway-wise. The distribution of the entire amount allotted to the Zonal Railways is made by the Zonal Railways themselves. The allocation from one Railway to another under the Plan Head can be changed by the Railway Board and within the Plan Head the Railways have powers to re-appropriate from one category to another category.”

36. The amount spent or proposed to be spent on passenger amenities by different Zonal Railways during 1991-92, 1992-93 and 1993-94 is as follows:

Railway	1991-92			1992-93			1993-94
	BE	RE	Actuals	BE	RE	Actuals	BE
Central	8.68	3.71	3.06	9.59	4.92	—	10.67
Eastern	6.56	4.97	4.57	9.67	8.32	—	12.53
Northern	6.62	2.80	2.80	8.25	5.12	—	8.36
North Eastern	1.59	0.99	0.87	3.95	1.66	—	33.05
Northeast Frontier	1.70	1.21	0.81	4.38	1.75	—	4.65
Southern	6.20	4.88	4.15	7.66	5.82	—	9.03
South Central	5.38	3.66	1.06	10.99	3.16	—	7.65
South Eastern	4.45	4.06	3.15	9.36	7.33	—	9.96
Western	6.88	3.42	3.13	9.91	6.93	—	11.50
Total	48.06	29.70	23.60	73.76	45.01	—	77.40

37. During factual verification, the Ministry of Railways (Railway Board) have pointed out that the Budget Estimates for 1991-92, 1992-93, 1993-94 i.e. Rs. 48.06 crores, Rs. 73.76 crores and Rs. 77.40 crores respectively include allotment for passengers reservation system of 'computerisation Planheads' and also other Planheads for passenger amenities work. Such figures for revised estimates and actuals were not available.

38. The Committee note that every year Railways provide certain amount in their Budget Estimates under the broad head "Passenger and other Railway Users' Amenities" providing funds under different sub-heads for different railways. Pending final allotment of funds under the Planhead, "Passenger and other Railway Users' Amenities", the tentative ceiling is fixed internally by the Railway Board and the Zonal Railways are asked to send their proposals to be executed in the next year within the ceiling limit. After the annual Plan of the Railways is finalised, this amount is distributed railway-wise and distribution of the allotted amount for the purpose of execution is done by the Zonal Railways themselves. The Railway Board can change allocation from one railway to another, if they so desire.

39. The aforesaid procedure suffers from an in-built defect. It restrains the Zonal Railways to formulate proposals/schemes according to their requirements and puts restrictions on them to finalise Zonal plans within the ceiling limit. Curtailment of requirements of Zonal Railways, who are the best judge of their requirements is rather arbitrary. In the opinion of the Committee, proposals should be formulated by the Zonal Railways keeping in view the basic requirements of the respective Railways under the head 'Basic Passenger Amenities' in consultation with ZRUCC and DRUCC and the Railway Board should generally agree to the proposals of the Zonal Railways.

40. Further, once an allocation of fund is made for providing passenger amenities and given to the Zonal Railway, the Railway Board should not change or transfer the allotted money to another railway. On the contrary the Railway Board should ensure that fund so allocated is fruitfully utilised for which it was asked for. In case of any failure on the part of the Zonal Railway to implement the projected scheme, concerned officers of the Zonal Railway should be made liable to explain the reasons for non-implementation of the scheme. The Committee hope that the Railway Board should review the matter afresh and evolve a procedure in consultation with all the Zonal Railways, ZRUCC and DRUCC to make it more purposeful.

41. The Committee are surprised to find that Budget allocation sought by the Zonal Railway on the basis of ceiling imposed by the Railway Board is further pruned by the Railway Board irrespective of the requirement of Zonal Railways. As regards actual expenditure on passengers amenities the amount is much less than the proposed expenditure. In other words many of the schemes under this head were either abandoned or allowed to remain incomplete.

The Committee also note with regret that revised estimates in respect of 'Passenger Amenities' and 'Other Railway Users Amenities' inclusive of the provisions made for passenger amenity works in other planheads such as computerisation of passenger reservation system in the planhead computerisation are not available with the Railway Board. The Committee desire that such particulars should be scrupulously maintained and made available to the Committee as and when asked for.

42. From the information regarding amount spent or proposed to be spent on passenger amenities by different Zonal Railways during the last three years, the Committee come to conclusion that the Railway Board earmarked and Zonal Railways spent minimum amount during 1991-92 in providing passenger amenities in North Eastern and North East Frontier Railways i.e. Rs. 1.59 crores, 1.70 crores, 0.87 crores and 0.81 crores respectively. Although the Board has provided double the amount in the revised budget estimate for providing passenger amenities on these Railways during 1992-93 keeping in view the past performance of the Railways in the matter of spending allocated money on passenger amenities as stated elsewhere, it is doubtful whether the North East/North East Frontier Railway would be able to spend the amount fully. The Committee would urge upon the Railways to step up their efforts to spend the budgetted amount so as to provide better amenities as per norms elsewhere to the passengers of these two railways running through most backward and remote parts of the country.

NEW DELHI;
May 12, 1993

Vaishaka 22, 1915 (Saka)

SOMNATH CHATTERJEE
Chairman,
Standing Committee on Railways.

II
MINUTES OF THE FIRST SITTING OF THE STANDING
COMMITTEE ON RAILWAYS
(1993-94)

The Committee sat on Monday, 19 April, 1993 from 16.30 to 18.30 hours.

PRESENT

Shri Somnath Chatterjee—*Chairman*

MEMBERS

Lok Sabha

2. Shri Harilal Nanji Patel
3. Shrimati Santosh Chowdhary
4. Kumari Frida Topno
5. Shri Manku Ram Sodhi
6. Shri Allola Indrakaran Reddy
7. Shri Ram Naik
8. Shrimati Sheela Gautam
9. Shri Phool Chand Verma
10. Shri Shrish Chandra Dikshit
11. Shri Brishin Patel
12. Shrimati Girija Devi
13. Shri Ramashray Prasad Singh
14. Shri P.C. Thomas

Rajya Sabha

15. Shri S.S. Ahluwalia
16. Shri Shamim Hashmi
17. Shrimati Sarla Maheshwari
18. Shri Satish Pradhan
19. Shri Sarada Mohanty
20. Shri O. Rajagopal
21. Shri Kailash Narain Sarang

SECRETARIAT

1. Shri R.K. Chatterjee — *Deputy Secretary*
2. Shri Ram Avtar Ram — *Under Secretary*
3. Shri Ram Kumar — *Under Secretary*

2. The Chairman in his inaugural address welcomed the members of the Committee and explained to them broadly the scope and functions of the Committee.

3. The Chairman invited suggestions from the members of the Committee with a view to ascertain their views about the priority required to be given for taking up examination of various aspects of working of the Railways. Most of the members expressed the view that passengers amenities need to be examined on priority basis. According to them many of the amenities/facilities provided to the passengers are inadequate, such as arrangements for supply of drinking water in the trains/station platforms, supply of food stuff, cleanliness in train compartments and provision of bed rolls etc. In their view trains do not run on time and the information counters fail to give correct information about arrival/departure of trains. Functioning of the reservation counter is also far from satisfactory. Many times tickets/reservations for a particular train from the reservation counter are not available whereas reservation for the same day and same train can be had from the agents. This shows that there is enough scope for improvement of railway reservation system.

Some members pointed out that second class waiting passengers were treated badly. There was hardly any arrangement for their shelter, supply of drinking water or provision of toilets. Safety/security arrangements made for passengers are also inadequate. As a result passengers become victim of robbery and theft.

Some members were of the view that railway fares were hiked frequently on the ground of providing better facilities to the passengers. However, hardly any improvement is effected in the passengers amenities.

Some members also pointed out that as a result of introduction of more sleeper coaches in the long distance trains it has become almost impossible for passengers to travel by trains for a short distance without reservation. Some improvement in this direction was also desired.

4. Some members raised with concern the point that gauge conversion or laying of new lines as provided in the Annual Budget of the Railways did not give the true picture of the requirement. As a result while there was an improvement in the railway communication in certain areas, and certain parts of the country, such as backward parts of Gujarat and Madhya Pradesh continued to remain backward, thus creating regional imbalance. In their view this aspect needed scrutiny at the earliest.

5. A few members were of the opinion that Metro/Circular/Suburban trains should be brought within the jurisdiction of the Ministry of Urban Development.

6. The encroachment on Railway lands also caught the attention of some of the Members. They suggested that all the land under encroachment should be made available for better use.

7. After some discussion, it was decided that Committee should take up for examination the passengers amenities provided by the Railways in the first instance.

The meeting then adjourned to meet again on 23 April, 1993.

MINUTES OF THE SECOND SITTING OF THE STANDING
COMMITTEE ON RAILWAYS (1993-94)

The Committee sat on Friday, 23 April, 1993 from 09.30 hrs. to 11.30 hrs.

PRESENT

Shri Somnath Chatterjee—*Chairman*

MEMBERS

Lok Sabha

2. Shri Harilal Nanji Patel
3. Shrimati Santosh Chowdhary
4. Kumari Frida Topno
5. Shri Dilceep Singh Bhuria
6. Dr. Kartikeswar Patra
7. Shri Ashok Gchlot
8. Shri Manku Ram Sodhi
9. Shri Allola Indrakaran Reddy
10. Shri Anand Ahirwar
11. Shrimati Sheela Gautam
12. Shri Shrish Chandra Dikshit
13. Shri Ramchandra Vccrappa
14. Shri Brishin Patel
15. Shrimati Girija Devi
16. Shri T. J. Anjalose
17. Shri Ramashray Prasad Singh
18. Shri P. C. Thomas

Rajya Sabha

19. Shri S. S. Ahluwalia
20. Shri Mohinder Singh Kalyan
21. Shri Sarada Mohanty
22. Shri Satish Pradhan
23. Shri O. Rajagopal

SECRETARIAT

1. Shri R. K. Chatterjee—*Deputy Secretary*
2. Shri Ram Kumar —*Under Secretary*

WITNESSES

Representatives of Ministry of Railways (Railway Board)

1. Shri A. N. Shukla, Chairman, Railway Board
2. Shri C. S. Anand, Financial Commissioner
3. Shri R. N. Saxena, Adviser (Commercial)
4. Shri A. K. Bannerjee, Adviser (Mechanical)
5. Shri L. C. Monga, Adviser (Works)
6. Shri A. P. Chopra, Adviser (Budget)
7. Shri L. C. Jain, Adviser (Planning)
8. Shri R. K. Sharma, Adviser (Electrical)

2. At the outset, the Chairman welcomed the Chairman, Railway Board, and his other colleagues to the sitting of the Committee and invited their attention to the provision of Direction 58 of the Directions by the Speaker.

3. On a point of clarification, the Chairman, Railway Board, stated that allocation of Rs. 45 crores as provided in 1992-93 Budget Estimates was 6% of the net profit and 2.2% of the net traffic receipts. According to him, the most essential thing was to keep the railway system running. In other words, the most important areas in his view were rolling stock procurement, locomotive procurement, track renewals, machinery and plants and workshops. Other priority areas were safety, passenger amenities and staff amenities.

4. Asked to explain about the requirement of more money for passenger amenities, the Chairman, Railway Board, explained that in 1985 a survey was conducted to assess the requirements for passenger amenities and in 1991 another review was made. As a result, it was found that around Rs. 31 crores were required and the Railways had been able to meet that fund requirement and had removed the deficiency.

5. As regards details of passenger amenities required to be provided, guidelines are being given by the Railway Board. General Managers/ Divisional Managers were responsible for meeting those requirements.

6. As regards the difficulties experienced by the long distance Second Class Sleeper coach passengers, where unreserved passengers very often forcibly occupied the seats during day time causing inconvenience to the reserved passengers, the Chairman assured that it was a genuine problem and the Railway Board was looking into the matter.

7. On the question of maintaining cleanliness in the Railway Compartments and Railway Sleepers, the witness stated that considerable improvements had been effected.

The Committee then adjourned.

MINUTES OF THE THIRD SITTING OF THE STANDING
COMMITTEE ON RAILWAYS (1993-94)

The Committee sat on Tuesday, 27 April, 1993 from 15.00 hrs. to
17.00 hrs.

PRESENT

Shri Somnath Chatterjee—*Chairman*

MEMBERS

Lok Sabha

2. Shrimati Santosh Chowdhary
3. Kumari Frida Topno
4. Shri Dileep Singh Bhuria
5. Shri Manku Ram Sodhi
6. Shri Allola Indrakaran Reddy
7. Shri B.K. Guddadinni
8. Shri Anand Ahirwar
9. Shri Tcjsingh Rao Bhonsle
10. Shrimati Sheela Gautam
11. Shri Phool Chand Verma
12. Shri Mangal Ram Premi
13. Shri Shrish Chandra Dikshit
14. Shrimati Girija Devi
15. Shri Ram Lakhan Singh Yadav
16. Shri T. J. Anjalose
17. Shri P.C. Thomas

Rajya Sabha

18. Shri Mohinder Singh Kalyan
19. Shrimati Sarla Maheshwari
20. Shri Sarada Mohanty
21. Shri Vishwasrao Ramrao Patil
22. Shri Satish Pradhan
23. Shri Kailash Narain Sarang

SECRETARIAT

1. Shri R. K. Chatterjee—*Deputy Secretary*
2. Shri Ram Kumar —*Under Secretary*

WITNESSES

Representatives of Ministry of Railways (Railway Board)

1. Shri M.V. Srinivasan, Member (Traffic)
2. Shri Rajkumar, Member (Engineering)
3. Shri R. N. Saxena, Adviser (Commercial)
4. Shri A. K. Bannerjee, Adviser (Mechanical)
5. Shri L. C. Monga, Adviser (Works)
6. Shri A. P. Chopra, Adviser (Budget)
7. Shri L. C. Jain, Adviser (Planning)

2. At the outset, the Chairman welcomed the representatives of the Railway Board and invited their attention to the provisions of Direction 58 of the Directions by the Speaker. He observed that the Chairman, Railway Board, who represented the Board on the first day of the evidence should have obtained the permission of the Committee beforehand for his absence today. The Member (Traffic) apologised for the lapse and stated that due to urgent Cabinet meeting, the Chairman, Railway Board, Financial Adviser and other officers could not attend the sitting today.

3. The Member (Engineering) informed the Committee that the actual expenditure on passenger amenities during 1992-93 would be available only after the accounts were finalised by June, 1993. He informed that increase in the number of passengers would be around 273 million in 1993-94 as compared to 1992-93 and an increased amount of Rs. 60 crores has been provided in the budget estimate for 1993-94 *i.e.* 33% more.

4. Asked to explain which were the items of passenger amenities that required immediate attention, the witness stated that presently they were giving stress on basic passenger amenities like waiting halls, benches, drinking water, lighting arrangement and shady trees etc.

5. Asked to explain the basis on which the funds under the head of 'passenger amenities' were allocated, the witness stated that they would furnish the information shortly.

6. When pointed out that Second Class Sleeper coaches for long distance trains like trains going to Kerala etc. were overcrowded and there was no difference between reserved compartment or an ordinary Second Class compartment, the witness agreed to look into the matter.

7. As regards Action Taken Report on Panchhazari Committee Report and other reports submitted by other officers, the witness stated that those were inspection reports and attended to as and when complaints were received.

8. As regards the persons responsible for maintenance of passenger amenities at the divisional level, the witness stated that as a whole Divisional Railway Manager was responsible, and at Stations, Station Masters and Station Superintendent were responsible.

The Committee then adjourned.

**MINUTES OF THE FOURTH SITTING OF THE STANDING
COMMITTEE ON RAILWAYS (1993-94)**

The Committee sat on Wednesday, 12 May, 1993 from 17.00 hrs. to 18.00 hrs.

PRESENT

Shri Somnath Chatterjee—Chairman

MEMBERS

Lok Sabha

2. Shri Harilal Nanji Patel
3. Shrimati Santosh Chowdhary
4. Kumari Frida Topno
5. Shri Dilcep Singh Bhuria
6. Dr. Kartikeswar Patra
7. Shri Allola Indrakaran Reddy
8. Shri Ram Naik
9. Shrimati Sheela Gautam
10. Shri Shreesh Chandra Dikshit
11. Shri Ramchandra Veeerappa
12. Shrimati Girija Devi
13. Shri S.S.R Rajendra Kumar
14. Shri P. C. Thomas

Rajya Sabha

15. Shri Mohinder Singh Kalyan
16. Shrimati Sarla Maheshwari
17. Shri Sarada Mohanty
18. Shri O. Rajagopal
19. Shri Kailash Narain Sarang

SECRETARIAT

1. Shri R. K. Chatterjee—*Deputy Secretary*
2. Shri Ram Kumar—*Under Secretary*

2. The Committee considered and adopted their Draft First Report subject to certain modifications/amendments as indicated in the Annexure. The Committee authorised the Chairman to carry out all necessary corrections of factual or drafting nature.

3. The Committee also authorised the Chairman and, in his absence Shri P.C. Thomas to present the Report to the House on Friday, 14 May, 1993.

4. The Committee further authorised Shrimati Sarala Maheshwari and in her absence, Shri Kailash Narain Sarang to lay the Report on the Table of Rajya Sabha on Friday, 14 May, 1993.

The Committee then adjourned.

LIST OF MODIFICATIONS/AMENDMENTS MADE

1. For Para 3 of Introduction, *substitute*—

The Standing Committee on Railways (1993-94) took oral evidence of the representatives of the Ministry of Railways (Railway Board) on 23 and 27 April, 1993. The Committee wish to express their thanks to the officers of the Ministry of Railways (Railway Board) for placing before them most of the materials and information which they desired in connection with the examination of the subject and for giving evidence before the Committee and it is expected that other relevant materials will be made available as and when the Committee need the same for their further report on the matter of Passenger Amenities.

2. For para 10 of Report, *substitute*—

However, the facts do not support the information given to the Committee. The inspection Report of Shri R. S. Panchhazari stated that out of 223 Railway Stations in Vadodara Division of Western Railway, water was not available at 71 Railway stations. It was stated during the oral evidence given on behalf of the Railway Board on 27 April, 1993 that the deficiency regarding taps, hand pumps etc. would be wiped out in another two years' time.

3. At the end of para 25 of Report, *add* new sub-para—

The Committee are constrained to note that cleanliness in trains like Utkal Express etc. is not satisfactory. They would like the Railways to ensure that compartments of various long distance trains are cleaned and disinfected periodically.

4. At the end of para 30 of Report, *add*—

The Railway Board should make a review of the situation consequent upon the introduction of the new system and should evolve proper method to help the passengers for both short and long distances.

5. For para 33 of Report, *substitute*—

The Committee find that there has been only a marginal increase of 0.27% in the expenditure on passenger amenities to passengers earnings in the Seventh Plan over the Sixth Plan. In the opinion of the Committee, passengers deserve a better deal and greater allocation should be made on passenger amenities in proportion to the growth of passenger traffic and their earnings.

6. At the end of para 41 of Report, *add* new sub-para—

The Committee also note with regret that revised estimates in respect of 'Passenger amenities' and 'Other Railway User's Amenities' inclusive of the provisions made for passenger amenity

works in other planheads such as computerisation of passenger reservation system in the planhead 'Computerisation' are not available with the Railway Board. The Committee desire that such particulars should be scrupulously maintained and made available to the Committee as and when asked for.