

# RAILWAY CONVENTION COMMITTEE (1989)

(NINTH LOK SABHA)

## SECOND REPORT

Action taken by Government on the Recommendations contained in the Fourteenth Report of the Railway Convention Committee (1985) on "Rolling Stock Programme (Availability of Coaches and Wagons)"



*Presented in Lok Sabha on 10.1.1991*

*Laid in Rajya Sabha on 10.1.1991*

**LOK SABHA SECRETARIAT  
NEW DELHI**

*January, 1991/Pausa, 1912(S)*

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CORRIGENDA TO SECOND REPORT OF RAILWAY CONVENTION  
COMMITTEE (1989)

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## PART II

**Minutes of the sitting of Railway Convention Committee (1989) held on 3rd January, 1991**

## INTRODUCTION

I, the Chairman of the Railway Convention Committee, 1989 as authorised by the Committee, do present on their behalf this Second Report on Action Taken by Government on the recommendations contained in the Fourteenth Report of the Railway Convention Committee (1985) on "Rolling Stock Programme (Availability of coaches and wagons)".

2. The Fourteenth Report of the Railway Convention Committee, 1985 was presented to Parliament on 18 August 1989. The replies of the Government to all the 32 recommendations and observations contained in the Report were received on 11 July 1990.

3. From the replies furnished by the Ministry of Railways, the Committee has found that against creating an additional capacity of 1534 coaches per year between 1985—2000 as recommended by the Railway Reforms Committee, the Ministry of Railways would be able to augment their production capacity by 1200 coaches a year and there would be thus an unsatisfied backlog of 334 coaches a year which will naturally lead to congestion and hardship to the travelling public. The Committee has, therefore, come to the conclusion that additional resources have got to be arranged for augmenting the production capacity of coaches in the country. It has also desired that both the Ministry of Railways and the Planning Commission should seriously consider the matter and draw both long term and short term schemes to augment production capacity of coaches to the desired level.

4. The Committee has emphasised that the Ministry of Railways should make serious efforts to clear the present backlog of coaches overdue for POH which is at present 7.99 per cent on BG and 3.37 per cent on MG. It has also recommended that the Ministry of Railways should make concerted efforts to bring down the present ineffective percentage of coaches from 9.22 on BG and 9.56 on MG, as even one per cent saving in down time can contribute significantly to capacity in terms of passenger journeys and revenues to the Railways.

5. The Railway Convention Committee (1985) had recommended to draw up a programme for phasing out the backlog of 19616 over-aged wagons as on 31 March 1988. As a number of steps have been taken by the Ministry of Railways to improve the condition and reliability of the existing freight stock, the Committee has expressed its desire to know the exact number of wagons yet to be condemned on age-cum-condition basis and whether the present stock of wagons would be sufficient to meet the future demands keeping in view the rising trend in the originating traffic.

6. The Committee considered the replies of the Government at its sitting held on 3 January 1991 and adopted the Report the same day. The Minutes of the sitting form Part II of the Report.

NEW DELHI;  
*January 8, 1991*

*Pausa 18, 1912 (S)*

PURUSHOTTAM KAUSHIK,  
*Chairman,*  
*Railway Convention Committee.*

## CHAPTER 1

### REPORT

This Report of the Committee deals with the action taken by Government on the recommendations and observations contained in their Fourteenth Report (Eighth Lok Sabha) on Rolling Stock Programme (Availability of coaches and wagons).

2. The Committee's Fourteenth Report (Eighth Lok Sabha) was presented to Parliament on 18 August 1989. It contained 32 recommendations and observations. Action Taken Notes on all these recommendations and observations were received from the Ministry of Railways on 11 July 1990. The recommendations at Sl. Nos. 4, 9, 11 and 29 (Paragraph Nos. 1.70, 1.75, 1.77 and 2.83) of the Report were marked both to the Ministry of Railways and the Planning Commission. The Ministry of Railways have clarified that the views of the Planning Commission have also been incorporated by them in their replies sent to this Secretariat.

3. Replies to the recommendations and observations contained in the Report have broadly been categorised as under:

(i) *Recommendations and observations which have been accepted by the Government*

Sl. Nos. 1, 2, 3, 5, 6, 7, 9, 13, 16, 18, 22, 23, 25, 29 and 30

(ii) *Recommendations and observations which the Committee do not desire to pursue in the light of the replies received from the Government*

Sl. Nos. 4, 11, 12, 15, 17, 24, 27, 28, 31 and 32

(iii) *Recommendations and observations in respect of which replies of the Government have not been accepted by the Committee and which require reiteration*

Sl. Nos. 8, 10, 14, 19, 20 and 21

(iv) *Recommendations and observations in respect of which final reply of the Government is still awaited*

Sl. No. 26

4. The Committee expect that the final reply to the recommendation at Sl. No. 26 in respect of which only an interim reply has been furnished, will be submitted to them expeditiously.

5. The Committee will now deal with the action taken by Government on some of the recommendations.

**NEED FOR AUGMENTING PRODUCTION CAPACITY OF COACHES**  
 (Sl. Nos. 5 and 6, Para Nos. 1.71 and 1.72)

6. While recommending the need to augment the production capacity of coaches, the Committee had in paragraphs 1.71 and 1.72 of their Report observed:

"The need based requirement of coaches for the Seventh Plan period was assessed at 12914 coaches consisting of 10605 on replacement account and 2309 on additional account to meet the growth in traffic. Similarly, acquisition of 1390 EMUs was envisaged during the plan. However, the Ministry of Railways have planned to acquire only 6970 coaches and 950 EMUs with the present resources available during the Seventh Plan period. The Committee note that the total number of coaches on BG and MG taken together has actually come down from 34165 (22167 BG plus 11998 MG) in 1984-85 to 33758 (22507 BG plus 10851 MG) in 1987-88.

During the evidence, the Chairman, Railway Board informed the Committee that the difference between the passenger traffic and the passenger carrying capacity is matched by them by better utilisation of coaches and by carrying more passengers in some cases which no doubt resulted in over crowding etc. He admitted that there is an unsatisfied demand which the Railways have been carrying all along and there is congestion which they are not able to remove. The Committee cannot but express their unhappiness over such a situation. They desire that the Ministry of Railways should augment their production capacity in a well planned manner to meet the ever increasing demand of passenger coaches in the country in a realistic manner, taking into account the future prospects of traffic."

7. In their reply dated July 11, 1990, the Ministry have stated that it was true that the requirement of coaches in the Seventh Plan was assessed at 12914 coaches consisting of 10605 on replacement account and 2309 on additional account and 1390 EMUs, but having regard to the availability of resources and indigenous production capacity allocation was provided only for acquisition of 6970 coaches and 950 EMUs. They have further stated that in order to augment the indigenous production capacity, a new coach factory at Kapurthala which would ultimately have a capacity of 1000 coaches a year had been set up and in addition, the capacity of ICF had also been increased from 800 coaches in 1984-85 to 1000 coaches during 1990-91.

8. From the reply furnished by the Ministry of Railways, the Committee find that against the need based requirement of 12914 coaches and 1390 EMUs, the Ministry planned to acquire only 6970 coaches and 950 EMUs during the Seventh Plan period after taking into account the resources available. Though the Railway Board expected to overcome the shortage of coaches by better utilisation and by carrying more passengers in some cases, yet the exercise was counter productive and the result was over-crowding

and increase in unsatisfied demand leading to congestion. The Committee have been informed that the production of coaches has been augmented by setting up a new coach factory at Kapurthala having a production capacity of 1000 coaches a year and in addition the capacity production of ICF, Perambur has been increased from 800 to 1000 coaches during 1990-91. This will no doubt result in production of additional 1200 coaches a year but it will be pertinent to point out that the Railway Reforms Committee which examined the requirement of coaches and EMUs both for meeting replacement and additional needs for the period 1985-2000 came to the conclusion that an additional capacity of 1534 coaches has to be created in the country to meet the future demands. It will thus be seen that there will be an unsatisfied backlog of 334 coaches which will naturally lead to congestion and hardship to the travelling public. The Committee have, therefore, come to the conclusion that additional resources have got to be arranged for augmenting the production capacity of coaches in the country. They desire that both the Ministry of Railways and the Planning Commission should seriously consider the matter and draw both long term and short term schemes to augment production capacity to the desired level.

#### **PERIODICAL OVERHAUL AND INEFFECTIVE PERCENTAGE**

(S. No. 8, Para 1.74)

9. Stressing the need for taking effective steps to bring the ineffective percentage of coaches to the bare minimum, the Committee had recommended:—

“The Committee note that the Railways undertake two types of repairs, namely scheduled repairs and out of course repairs. The scheduled repairs like Periodical Overhaul (POH), Routine Overhaul (ROH) can be worked out as the same are either time based or kilometreage based. The Ministry of Railways have admitted that the capacity available with them for scheduled repairs have not been adequate and at certain times non-availability of adequate funds also becomes a constraint. The extent of sickness of rolling stock is assessed by the ineffective percentages computed daily on all railways and averaged out for every month. The ineffective percentage of passenger carrying vehicles has come down from 15-10 to 9-22 on BG and from 10.99 to 9.56 on MG between 1982-83 and 1986-87. These figures are on a high side as compared to the 1962-63 figures when the ineffective percentage was 7.68 for coaches on BG and 7.78 for coaches on MG. The Committee regret that in spite of acute shortage of coaches, the Ministry of Railways have failed to keep up the level of efficiency achieved earlier and desire that effective steps should be taken to bring the ineffective percentage to the bare minimum.”

10. The Ministry of Railways (Railway Board) have, in their action taken note dated 11 July 1990, stated:

“The ineffective percentage in 1962-63 was exceptionally low because a number of newly manufactured coaches from I.C.F. were put into

stream which required minimum repairs during the period 1961 to 1964. Besides this the utilisation of coaching stock was not as intense as it is now. As such the figures of 1962-63-64 which was not a normal situation, do not constitute a realistic index for the purpose of comparison of the performance during subsequent period.

Keeping in view the trend of ineffectives and overdue POH of coaching stock, action was initiated in late 70's and early 80's to improve the maintenance infrastructure. The ineffective percentage has dropped from 15.1/10.99% on BG/MG to a level of 9.22/9.56% and the overdue has dropped from 13.95/7.99% to 67.51/3.37% respectively.

For the present load, adequate POH capacity exists."

11. The Committee note that the periodical overhaul (POH) is performed in the base workshops after a pre-determined time-interval or use. This is supplemented by day-to-day serviceability and safety repairs in open line facilities such as sheds, washing lines, and sick lines, the Committee are surprised to note the reply of the Ministry of Railways that "for the present load, adequate POH capacity exists" whereas coaches overdue for POH is 7.99 per cent on BG and 3.37 per cent on MG. As the utilisation of coaching stock is very intense due to shortage of coaches, the Committee desire the Ministry to make serious efforts to clear all the backlog of coaches overdue for POH.

12. From the reply given by the Ministry of Railways the Committee further note that the ineffective percentage of coaches has come down from 15.10 to 9.22 on BG and from 10.99 to 9.56 on MG between 1982-83 and 1986-87. Since then there has not been any further improvement in this situation. The Committee feel that the above figures are on a high side and recommend that the Ministry of Railways should make concerted efforts to bring down further the ineffective percentage of coaches, as even one per cent saving in down time can contribute significantly to capacity in terms of passenger journeys and revenues to the Railways.

#### USE OF OVERAGED COACHES IN THE RURAL AREAS

(Sl. No. 10, Para 1.76)

13. Expressing their concern over using most of the overaged coaches in the rural areas, the Committee recommended:—

"The Committee are particularly concerned to learn that most of these overaged coaches are being used in the trains which serve the rural people. The Committee hope that safety of passengers is not being compromised by putting overaged coaches on Branch lines. This has been the common experience that most of these coaches are being run without proper windows and electrical fittings etc. The Committee desire that intermediate examination of these coaches should be done after every six months so as to fully ensure that the

passengers in the trains have complete safety and are provided with normal comforts.”

14. In their Action Taken Note dated 11 July 1990 the Ministry of Railways have stated:

“Only those coaches which fulfil all the safety and passenger amenity standards are retained in service. There are well defined schedules for repairs and these are considered adequate.

In the past, there was a country wide shortage of coach manufacturing capacity and this resulted in retention of certain overaged coaches, which while fully complying with the above mentioned standards did at times have dull appearance as compared with newer builds. With the increased production capacity of I.C.F. and the commissioning of Rail Coach Factory at Kapurthala, the production capacity of coaches has increased and this will help in improving the availability of coaches. Inspite of our best efforts in certain sections, these measures sometimes prove inadequate and lead to customer's dis-satisfaction on account of overcrowding, theft, pilferage and vandalism.”

The Committee are not satisfied with the reply of the Ministry of Railways that ‘only those coaches which fulfil all the safety and passenger amenities standards are retained in service’. Even if for arguments sake, the claim of the Ministry of Railways that the defined schedules for repairs are considered adequate, is accepted, the Committee do not find any justification for the Ministry for not agreeing to their proposal for intermediate examination of coaches every six months as it would not involve any extra infrastructure. Keeping in view the above facts, the Committee reiterate their earlier recommendation that intermediate examination of passenger train coaches should be done after every six months so as to fully ensure that the passengers in the trains have complete safety and are provided with basic needs.

The Committee are concerned to note that inspite of Railways' best efforts, in certain sections passengers are dissatisfied on account of overcrowding, theft, pilferage and vandalism. They, therefore, desire that vulnerable sections where such cases of theft, pilferage and vandalism occur frequently, are identified and suitable measures such as deployment of Railway Protection Force etc. in these areas/trains are taken expeditiously.

**NEED FOR STEPPING UP ALLOCATIONS TO AUGMENT PRODUCTION OF COACHES, MAINTENANCE FACILITIES, TERMINAL AND LINE CAPACITIES, ETC.**

**Sl. No. 14 Para 1.80**

16. Stressing the need for stepping up allocations for executing necessary schemes to augment production of coaches, maintenance facilities, terminal and line capacities etc. the Committee recommended:

“The Committee would also like to stress the imperative need for stepping up the allocations to the Railways during the Eighth Plan so as to enable them to execute the necessary schemes regarding augmentation of the production of coaches, maintenance facilities, terminal and line capacities etc. The Committee would expect the Railways to take all necessary measures in this regard by generating additional resources out of their own revenues by efficient utilisation of existing assets, both human and material, and by cutting down all wasteful expenditure”.

17. In reply the Ministry of Railways in their Action Taken Note Stated:

“Planning and development have to cover various facets of railways working. Within the limited resources, an optimal and balanced development is attempted by the Indian Railways.

With very little increase in the network of the order of 16% in route km, 31% in running track km, 110% in passenger coaches and 160% in wagons between 1950 and 1988, the Railways had managed to carry 4 times the passenger traffic and 5.2 times the freight traffic offered in the same period by improving the productivity as shown here below in terms of indices:-

	1950-51	1960-61	1980-81	1987-88
NTKM/tonne of wagon capacity	100	-	138	204
NTKM/wagon day on line	100	-	139	204
Passenger km/ thousand seating capacity	-	100	142	201
Track utilisation				
NTKM/route km	100	-	289	413
Track utilisation Pass. km/route km	100	-	291	372

18. In order to augment production of coaches, maintenance facilities, terminal and line capacities, etc., the Committee had categorically recommended for stepping up allocation of funds to the

Railways during the Eighth Plan. From the reply given by the Ministry of Railways it is seen that with very little increase in the network of the order of 16 per cent in route km., 31 per cent in running track km., 110 per cent in passenger coaches, between 1950-88, they had managed to carry four times the passenger traffic. Since the production of coaches, terminal and line capacities and maintenance facilities has not kept pace with the increase in passenger traffic, the result has been overcrowding and denial of basic facilities in many cases to the passengers and consequent customers dissatisfaction. With a view to mitigate sufferings of the passengers, the Committee reiterate their earlier recommendation that more funds should be allocated during the Eighth Plan for Rolling Stock both by generating additional resources out of their own revenues and increase in plan funds allotment so as to speedly execute the necessary schemes regarding augmentation of production of coaches, maintenance facilities, terminal and line capacities etc.

19. The Committee would also like to know the steps taken by the Ministry of Railways to generate additional resources out of their own revenues by efficient utilisation of existing assets, both human and material, and by cutting down all wasteful expenditure and pilferage in the Railways.

#### PHASING OUT OF OVERAGED WAGONS

(Sl. No. 19, 20 and 21 Paras 2.73, 2.74 and 2.75)

20. Emphasizing the need for drawing up a programme by the Railway Ministry for phasing out the backlog of overaged four-wheeled wagons which are in a state of bad repair and impose inherent restriction on speed, the Committee had recommended:

"The Committee note that the codal life after which wagons are deemed to be overaged and replacement is planned is 35 years for bogies and 4-wheelers and 45 years for tank wagons. However, the Railways, as a general policy, condemn wagons on age-cum-condition basis. The Committee are distressed to find that there were 23395 overaged wagons with the Railways as on 31 March, 1985. The anticipated arisings due for replacement during the Seventh Plan would be 32183.5 wagons. Out of a total of 55578.5 overaged wagons due for replacement, the Ministry of Railways have been able to condemn 35962.5 wagons upto 31 March, 1988, and thus leaving a balance of 19616 overaged wagons to be replaced/condemned during the remaining two years of the Seventh Plan.

In view of the rising trend in the originating traffic, the Committee are of the view that there is an urgent need for replacement of wagons and more especially so when the wagons to be condemned are of plain bearing four-wheeler stock, giving

poor output, often not freely loadable and incapable of meeting the pattern of operation that is going to dominate in the near future. Keeping above in view, the Committee recommend that the Railways should make an earnest effort to ensure that this backlog of 19616 overaged wagons is wiped out by the end of the Seventh Plan.

According to the estimates prepared by the Railway Reforms Committee, even after executing the replacement on codal life basis, 54500 four-wheeled wagons on BG and 3300 on MG would remain in service by 2000 A.D. Hence, replacement by itself on the basis of codal life would not be enough. The Committee, therefore, desire that the Ministry of Railways should draw up a programme for early phasing out of the four-wheeled wagons' stock much of which is in a state of bad repair and impose inherent restrictions on speed etc."

21. The Ministry of Railways in their reply dated 11 July 1990 stated:

"In view of constraints of funds, it is not possible to replace all the overaged wagons. These overaged wagons are retained in service to meet the traffic requirements and as such condemnation of wagons shall have to continue on age-cum-condition basis. The overaged wagons are otherwise safe and fit to run. However, with a view to improve the conditions and reliability of the existing freight stock, the following measures have been taken:—

1. Conversion of 4-wheeler BG wagons from plain bearing to roller bearing.
2. Rebuilding of bodies of BG 4-wheeler covered wagons.
3. Fitment of enhanced couplers in MG 4-wheeler wagons."

22. As there was a balance of 19616 overaged wagons to be replaced/ condemned as on 31 March, 1988, the Committee had recommended to draw up a programme for phasing out the backlog of overaged wagons. In their reply, the Ministry of Railways have stated that it is not possible to replace all the overaged wagons in view of constraints of funds and that the condemnation of wagons shall have to be continued on age-cum-condition basis. A number of steps have been taken by the Ministry to improve the condition and reliability of the existing freight stock. The Committee would like to know the number of wagons yet to be condemned on age-cum-conditions basis and whether the present stock would be sufficient to meet the future demands keeping in view the rising trend in the originating

## CHAPTER—II

### RECOMMENDATIONS / OBSERVATIONS WHICH HAVE BEEN ACCEPTED BY THE GOVERNMENT

#### Recommendation

The Committee find that a Working Group was appointed by the Planning Commission for the Railways Sixth Plan to assess the need based requirements of the Indian Railways. The Working Group assessed the need to about 2100 coaches per year as against the then available production capacity in the country of about 1400 coaches per year. Taking note of this, Railway Board had appointed a Multi Disciplinary Committee to project the future demand for coaches, assess the limits of existing and potential capacities of the coach building units in the country and to make recommendations regarding capacity augmentation. This Committee had come to the conclusion that there would be a minimum demand of 2472 coaches per year. However, as per the assessment made by the Railway Reforms Committee the additional coach manufacturing capacity required was 1220 coaches per year. Taking all factors into account the Railway Board decided in 1986 to set up a new rail coach factory at Kapurthala for an ultimate manufacturing capacity of 1000 coaches per year.

[Sl. No. 1 (para 1.67) of the Appendix V to the Report]

#### Action Taken

The observations made by the Committee have been noted.

[Ministry of Railways O.M. No. 85 / RCC / 206 / 14 dt. 19.7.1990]

#### Recommendation

The present production capacity of Indian Coach Factory and Bharat Earth Movers Ltd. is 900 and 400 respectively. The production capacity of M/s. Jessops is 252. However, it supplied only 99 to 153 coaches per annum during the last five years. On the other hand BEML had been complaining of short orders. This has led not only to non-procurement of desperately needed coaches but discouraged BEML for making investments for further expansion. The Railway Coach Factory at Kapurthala has also been able to produce only 121 coaches against 300 coaches to be manufactured by 1988-89. During evidence, the Financial Commissioner and Member Mechanical complained that they have a constraint both of funds and production capacity. The Committee feel that if the Railways are to provide the nation with adequate passenger transport, especially, commuter services and long distance travel, for which there are no other suitable modes, the present paucity of funds will have to be overcome.

[Sl. No. 2 (para 1.68) of the Appendix V to the Report]

### **Action Taken**

The observations made by the Committee have been noted. It may, however, be stated that allocation of funds for various railway plan heads, including that for production / procurement of coaches, has to be considered keeping in view the requirements of various Railway sectors on national basis within the overall Plan size approved by the Planning Commission and the requirements of other compelling demands for resources and interse priorities.

The Railways, for their part, have been generating considerable funds through internal resources to make good the decreased budgetary support from general exchequer as will be seen from the following figures:

<b>Plan / Year</b>	<b>Percentage of Resources raised by the Railways internally.</b>
V Plan	25%
VI Plan	42%
VII Plan (whole)	60%
VII Plan (1989-90)	68%

[Ministry of Railways O.M No. 85 / RCC / 1206 / 14 dt. 19.7.1990]

### **Recommendation**

The Committee observe that there has been an impressive increase in the volume of passenger traffic both in terms of passenger originating and passenger kilometres. Passenger originating traffic has risen by 195.3 per cent since 1950-51 i.e. from 1284 millions to 3792.1 millions and the passenger kilometres by 305 per cent i.e. from 66517 million kms. to 269389 kms. Suburban traffic also increased significantly over the years and in 1987-88, the same was 423.3 per cent more as compared to 1950-51 in terms of passengers originating and 690.1 per cent increase in terms of passenger kilometres. However, during this period the increase in the passenger fleet has been only of the order of 125 per cent. What is more disturbing to the Committee is the fact that whereas by 1987-88 there has been a marginal increase of 4.5 per cent in the number of conventional coaches i.e. from 26309 in 1975-76 to 27495 in 1987-88, the number of passengers originating during the same period increased by 28.76 per cent i.e. from 2945 million to 3792 million. It is, therefore, evident that the increase in the number of coaches has not matched the increase in passenger traffic over the years which has resulted in overcrowding in the trains.

[Sl. No. 3 (para 1.69) of the Appendix V to the Report]

### **Action Taken**

The Observations made by the Committee have been noted.

2. It is no doubt correct that increase in the number of passenger coaches has not kept pace with the increase in passenger traffic. This has occurred primarily due to severe constraints on resources coupled with the limited production capacity in the country. Despite these limitations, an endeavour has been made to ease overcrowding through the following means:

- (a) Increase in the number of passenger carrying trains and progressive augmentation of their loads.
- (b) Improved maintenance practices; coach availability increased to 90% in 1987-88 from 86% at the beginning of the Seventh Plan.
- (c) Better utilisation of coaches, on broad gauge coach utilisation increased to 404 vehicle kms. per vehicle per day in 1987-88 from 354 at the beginning of the Seventh Plan and on metre gauge to 269 from 216.
- (d) Augmenting the production capacity; capacity of the Integral Coach Factgory has been increased to 1000 coaches per annum and a new coach factory has been set up at Kapurthala.
- (e) Increase in the number of passengers per coach and per train by introducing new designs and heavier traction to cope up with the overcrowding on specific types of services.

3. Notwithstanding these constraints, improved production and availability of coaches coupled with improved design will surely improve the passenger carrying capacity thus easing appreciably the problem of overcrowding. During the 8th Plan it is tentatively proposed to acquire 12767 coaches and 1500 EMUs.

[Ministry of Railways O.M. No. 85 / RCC / 206 / 14 dt. 19.7.1990]

### **Recommendation**

The need based requirement of coaches for the Seventh Plan period was assessed at 12914 coaches consisting of 10605 on replacement account and 2309 on additional account to meet the growth in traffic. Similarly, acquisition of 1390 EMUs was envisaged during the plan. However, the Ministry of Railways have planned to acquire only 6970 coaches and 950 EMUs with the present resources available during the Seventh Plan period. The Committee note that the total number of coaches on BG and MG taken together has actually come down from 34165 (22167 BG plus 11998 MG) in 1984-85 to 33758 (22507 BG plus 10851 MG) in 1987-88.

[Sl. No. 5 (Para 1.71) of the Appendix V to the Report]

### Action Taken

It is true that the requirement of coaches in the Seventh Plan was assessed at 12914 coaches consisting of 10,605 on replacement account and 2,309 on additional account and 1,390 EMUs. But having regard to the availability of resources and indigenous production capacity allocation was provided only for acquisition of 6,970 coaches and 950 EMUs. To augment the indigenous production capacity a new coach factory at Kapurthala which will ultimately have a capacity of 1,000 coaches a year has been set up.

[Ministry of Railways O.M. No. 85 / RCC / 206 / 14 dt. 19.7.1990]

### Recommendation

During the evidence, the Chairman, Railway Board informed the Committee that the difference between the passenger traffic and the passenger carrying capacity is 'matched by them by better utilisation of coaches and by carrying more passengers in some cases which no doubt resulted in overcrowding etc. He admitted that there is an unsatisfied demand which the Railways have been carrying all along and there is congestion which they are not able to remove. The Committee cannot but express their unhappiness over such a situation. They desire that the Ministry of Railways should augment their production capacity in a well planned manner to meet the ever increasing demand of passenger coaches in the country in a realistic manner, taking into account the future prospects of traffic.

[Sl. No. 6 (Para 1.72) of the Appendix V to the Report]

### Action Taken

To augment the indigenous production capacity, a new coach factory at Kapurthala which will ultimately have a capacity of 1,000 coaches a year, has been set up. In addition, the capacity of I.C.F. has been increased from 800 coaches in 1984-85 to 1000 coaches during 1990-91.

[Ministry of Railways O.M. No. 85/RCC/206/14 dt. 19.7.1990]

### Recommendation

The Committee find that the total population projections based on 1981 census data range from 959 million to 1052.5 million in 2000 A.D. Growth of passenger traffic is linked with growth of urban population. Urban population, as a percentage of total population has been steadily increasing. The Planning Commission have projected this to be 30.6 per cent by the end of this century as compared to 23.7 per cent in 1981. Growth of passenger traffic on Railways has been examined by various expert Committees viz. National Transport Policy Committee, Rail Traffic Enquiry Committee and Railway Reforms Committee. Traffic projections by these expert committees for 1999-2000 range from 280 to 320 billion passenger kilometre for non-suburban traffic and from 120 to 168 billion

passenger kilometres for suburban traffic. The Committee desire that the Railways should now take a hard look at this profile of growth in passenger traffic in order to develop an appropriate strategy for catering to the transport-needs of the country in an integrated and well planned manner.

[S.No. 7 (Para 1.73) of the Appendix V to the Report]

#### **Action Taken**

The Observations made by the Committee have been noted. The recommendations in this regard made by various Committees are kept in view in the planning process. Efforts have always been made and will continue to be made to develop suitable strategies to deal with the transport needs of the country in an integrated and planned manner, particularly in the context of balancing the competing requirements of passenger and freight transport.

[Ministry of Railways O.M. No. 85/RCC/206/14 dt. 19.7.1990]

#### **Recommendation**

The Committee further observe that the codal life after which coaches are deemed to be overaged is 25 years for steel bodied coaches and 30 years for wooden bodied coaches. In this connection, the Chairman, Railway Board clarified that the coaches are condemned on conditional basis and not on the basis of their codal life. The Committee find that the total number of coaches which were overaged on 31 March, 1985 as well as anticipated arisings of stock due for replacement during the Seventh Plan period is 12002 (6073 for BG, 5214 for MG and 715 for narrow gauge). However, coaches actually condemned during the first three years of Seventh Plan were 4353 (2942 on BG, 1305 on MG and 106 on narrow gauge). During evidence the Member (Mechanical) informed the Committee that 2323 overaged coaches (10.33 per cent) on BG, 2561 coaches (23.05 per cent) on MG and 488 coaches (36.00 per cent) on Narrow Gauge were in service as on 31 March, 1987. The Committee feel that such a large number of overaged coaches is bound to reflect adversely on the efficiency of passenger services and safety of passengers apart from huge cost involved in the maintenance of these coaches. In Committee's view, this is not a happy situation. The Committee would therefore, urge that the Ministry of Railways should, in consultation with the Planning Commission, plan for replacement of all the overaged coaches in a phase manner.

[S.No. 9 (Para 1.75) of the Appendix V to the Report]

#### **Action Taken**

The Observations made by the Committee have been noted. It will however, be appreciated that keeping in view the constraints on resources the overall strategy would be to adopt a well balanced course to provide

funds not only for requirements of coaches on replacement account but also for those required on additional account to generate capacity to meet with growth in passenger traffic.

[Ministry of Railways O.M. 85/RCC/206/14 dt 11.7.90 & 19.7.90]

#### **Recommendation**

After scrutiny of the planning process, the Committee feel that the apportionment of resources has, by and large, weighed in favour of freight transport. They would like that the passenger transport is given more attention than what has been given to it so far. In the opinion of the Committee, it is desirable that the Railways adopt a balanced policy in regard to passenger as well as freight transport.

[S.No. 13 (Para 1.79) of the Appendix V to the Report]

#### **Action Taken**

As submitted in reply to Committee's Recommendation/Observation No. 2 (Para 1.68) of the subject Report, allocations of resources amongst various sectors under the Railway plan is governed by a balanced policy to meet with the requirements of passenger as well as freight traffic.

[Ministry of Railways O.M. No. 85/RCC/206/14 dt. 19.7.1990]

#### **Recommendation**

The Committee note that till the middle of the Century, practically all the goods traffic was being carried in general purpose wagons—the covered, open high sided and open low sided wagons. The standard wagon was evolved on Broad Gauge (BG) as a 10.31 tonne tare 4-wheeler with a maximum loading capacity of 22.19 tonnes and on Metre Gauge (MG) as a 5.69 tonne tare wagon with 18.69 tonnes carrying capacity. The total number of wagons on line were 205596 in 1950-51 with a total carrying capacity of 4.14 million tonnes. The total number of wagons increased to 400946 in 1980-81 with a carrying capacity of 11.44 million tonnes and then continued to decrease and the number came down to 346844 in 1987-88 with a carrying capacity of 10.77 million tonnes. The wagon fleet on the Indian Railways as on 31st March, 1988 comprised 177648 covered, 98824 open sided, 11,967 open low sided, 46772 special type and 11663 departmental wagons.

[S.No. 16 (Para 2.70) of the Appendix V to the Report]

#### **Action Taken**

Rolling stock programme is framed taking into account the projected requirements of the traffic needs, replacement needs, the manufacturing capacities and the outlay expected. The observation made by the Committee has been noted.

[Ministry of Railways O.M. No. 85/RCC/206/14 dt 19.7.1990]

**RECOMMENDATIONS/OBSERVATIONS WHICH THE COMMITTEE DO NOT DESIRE TO PURSUE IN VIEW OF THE REPLIES OF THE GOVERNMENT**

**Recommendation**

The Committee also observe that the passenger traffic in terms of passenger kilometres (pkms), the product of number of passengers carried and the average distance traversed, during the Sixth Plan increased from 198.7 billion pkm. in 1979-80 to 226.6 billion pkm. in 1984-85 registering an annual growth of 2.8 per cent. The Seventh Plan provided for modest annual growth of 2 per cent per annum for non-suburban traffic. Accordingly, with actuals of 1985-86 at 240.6 billion pkm. and a growth rate of 2 per cent per annum in the remaining four years of the Seventh Plan, the passenger traffic in 1989-90 has been assumed at 260.4 billion passenger kms. However, the Committee find that the passenger kms. was 269.4 billion in 1987-88 as against 256.5 billion in 1986-87, registering an increase of 5 per cent. It, therefore, needs to be explained as to how annual growth rate of 2 per cent per annum was assumed by Railways during the Seventh Plan particularly when it was 2.8 per cent during the Sixth Plan itself.

[S.M. 4 (Para 1.70) of the Appendix V to the Report]

**Action Taken**

The projection of a growth rate of 2% for passenger traffic at the time of formulation of VII Plan was made with a view to conserving the resources for generating adequate capacity for freight movement. This was accepted by the Planning Commission. However, in view of the higher growth rate registered by the passenger traffic during the first two years of the VII Plan, the projections for the balance portion of the VII Plan were revised to a growth rate of 3% per annum at the time of mid-term appraisal with the approval of the Planning Commission.

[Ministry of Railways O.M. No. 85 /RCC/206/14 dated 11.7.90 and 19.7.1990]

**Recommendation**

The Committee find from the Corporate Plan that the total requirement of coaches and EMUs both for meeting replacement and additional needs for the period 1985-2000 would be between 35000-37000 coaches. Out of this, the requirements of EMUs is estimated to range between 5000-6000 vehicles. The Railway Reforms Committee had examined this aspect and concluded that about 3034 coaches annually would be required to meet the

future demand of the country. They estimated the annual capacity available in the country at 1500 coaches and therefore, recommended that an additional capacity of 1534 coaches might be created in the country. The Committee desire the Ministry of Railways and the Planning Commission to consider the whole matter seriously and draw up both short-term and long-term schemes in this regard. They, therefore, stress that additional resources have got to be provided for augmenting the production capacity of coaches in the country.

[S.No. 11 (Para 1.77) of the Appendix V to the Report]

#### **Action Taken**

To meet the long-term needs of coach production in the country, a new Rail Coach Factory has already been set up at Kapurthala. It is expected that the production of the factory would stabilise by 1992-93, at the level of 1000 coaches per year. This addition to the existing coach production capacity in the country would be adequate to meet the demand.

[Ministry of Railways OM No 85/RCC/206/14 dt. 11.7.90 and 19.7.90]

#### **Recommendation**

The Committee note that the Railways have introduced double decker coaches which are being run on Bombay-Pune and Dhanbad sections. These double deckers are not being introduced on other sections because dust comes inside the lower deck of these coaches on account of windows and seats being little lower. The Committee, therefore, recommend that the Ministry of Railways should consider air-conditioning the lower deck of these coaches so that the double decker coaches could be provided on other sections also.

[Sl. No. 12 (Para 1.78) of the Appendix V to the Report]

#### **Action Taken**

The suggestion regarding air-conditioning of the lower deck of Double Decker Coaches has been examined. This is not found feasible as the space available below the floor does not permit fitting of conventional air-conditioning equipment as the floor of the Double Decker Coach is much lower than that of a conventional coach.

Air-conditioning of Double Decker Coach will require roof-mounted equipment which has not yet been developed in the country. Alongwith roof-mounted equipment power requirement for air-conditioning will necessitate a separate power car for this purpose. Normal arrangement of an axle mounted alternator will not be of adequate capacity. Such an arrangement will mean that Double Decker Coaches will have to be run in special rakes with power cars attached. However, this arrangement can only be thought of when roof-mounted equipment is proved successful.

[Ministry of Railways O M No. 85/RCC/206/14 dt. 11.7.90 and 19.7.90]

### **Recommendation**

The passenger amenities are provided at various railway stations in accordance with the scale laid down by the Catering and Passenger Amenities Committee 1967. In accordance with the recommendation of the Railway Convention Committee (1954) annual provision of Rs. 3 crores was made under this head upto 1965. However, provision for Rs.70 crores was made under this head during the Seventh Plan and there has been a substantial increase in the annual allocation from Rs. 6 crores in 1985-86 to Rs.25 crores in 1989-90. The Committee strongly feel that the amenities provided at various railway stations and abroad the trains are far from satisfactory and need greater attention.

The Committee need hardly emphasise that there cannot be better way to project the image of the railways than to provide proper service and amenities to the travelling public, whose number is more than one crore every day. The Committee hope that the Railways will spare no efforts in delivering a high quality package of passenger amenities.

[S. No. 15 (Para 1.81) of the Appendix to the Report]

### **Action Taken**

It is the endeavour of the Railways to provide maximum comfort to the travelling public by way of providing additional amenities both at the stations as well as in the trains. With this in view, Railways have been allocating more and more funds under the relevant plan head for meeting expenditure on providing additional amenities. The emphasis is evident from the expenditure incurred during 1985-86 which was Rs. 6.75 crores and has gone up to Rs. 19.06 crores during 1988-89, with a budget outlay of Rs. 25 crores during 1989-90.

2. In order to ensure that the minimum amenities, as defined in the Report of Railway Catering and Passenger Amenities Committee 1967, are provided at all the regular/flag and halt stations, a survey was conducted in 1987 to identify the deficiencies in respect of the basic amenities, in terms of the norms laid down. Based on the survey, it was estimated that about Rs.50 crores would be required for wiping out the deficiencies in providing basic amenities at all the stations. Accordingly, greater emphasis has been laid in providing more funds to the Zonal Railways so that the deficiencies in respect of basic amenities are wiped out in phases.

3. Besides wiping out the deficiencies in respect of basic amenities, emphasis is also being laid upon providing additional amenities as found necessary at important stations, such as provision of platform covers, retiring rooms, upper class waiting rooms, refreshment rooms, CCTVs etc.

4. In addition, the Railway Board decided in 1986 that atleast one station on each division of the Indian Railways should be developed as model station which should be provided with all amenities so that they form trend setters for all other stations in terms of aesthetic design and

passenger amenities. Based on the recommendations of the Zonal Railways 67 stations have been selected on the Indian Railways to be developed as model stations. The total cost of development of all the 67 stations is anticipated to be Rs. 100 crores. Works at all the model stations have commenced and are expected to be completed by 1992-93. The expenditure incurred on providing passenger amenities at these model stations upto March, 1989 was Rs. 24 crores with a proposed outlay of Rs. 18 crores during 1989-90.

5. From above, it would be evident that Ministry of Railways is fully aware of the need to provide high quality package of amenities to its customers and shall spare no efforts to continue the thrust in this direction.

[Ministry of Railways O.M. No. 85/RCC/206/14 dt. 11.7.90 and 19.7.90]

### **Recommendation**

The Committee are concerned to note that the Ministry of Railways have never been able to achieve the targets fixed for acquisition of wagons except during the First Plan. In spite of the Planning Commission's approval for one lakh wagons for the Sixth Plan, the Ministry of Railways had reduced their target to 78000 wagons and actual procurement was 73028 wagons. Similarly, the Railways projected the requirement of 154057 wagons for the Seventh Plan but had a procurement plan for only 1,20,000 wagons owing to fund constraints. Ultimately the Planning Commission approved acquisition of 96000 wagons to cater to a target of 340 million tonnes of originating freight traffic against which the Ministry of Railways would be able to procure 90000 wagons only by the end of Seventh Plan.

[S.No. 17 (Para 2.71) of the Appendix to the Report]

### **Action Taken**

Though the procurement plan for wagons had to be curtailed for want of funds, the freight traffic offered was lifted by Railways by higher productivity of the wagon which registered a sharp increase from 1150 (NTKM/wagon day) in 1984-85 to nearly 1450 (NTKM/wagon day) now.

[Ministry of Railways O.M. No. 85/RCC/206/14 dt 11.7.90 and 19.7.90]

### **Recommendation**

The Committee are constrained to point out that the turn round time of wagons which represents the average time lag between two successive loading of a wagon increased from 10.5 days on BG in 1955-56 to 7.2 days on MG in 1960-61 to 11.6 days on MG in 1960-61 to 11.6 days on BG and 12.3 days on MG in 1987-88.

The Committee feel that a reduction in the time spent by a wagon in its turn round trip at the terminals or in marshalling yards or reduction in the number of marshalling (i.e. by block rake movement), quicker marshalling through mechanisation of hump and reducing hold up of wagons enroute

could reduce the turn round time. The Ministry too admitted during the course of the evidence that an improvement in turn round would surely bring forth better availability of wagons. The Committee, therefore, recommend that the Railways should keep a strict watch on the detention of wagons in yards and terminals, take corrective steps so as to reduce turn round time of wagons and prepare an annual report in this regard.

[S.No. 24 (Para 2.75) of the Appendix to the Report]

#### Action Taken

The turn round time of wagons apart from other factors depends on traffic pattern which includes lead, traffic density etc. With any change of traffic pattern, viz. lead, traffic density etc. over a period of time, the figures of wagon turn round will not be comparable. It is obvious, if the lead increases, the turn round time will also increase though may not be proportionately. Similarly, even if the lead remains the same and the originating traffic increases leading to increase in traffic density (saturation of line capacity), the wagon turn round may increase. Wagon turn round is one of the many important operating indices and should be considered along with other operating indices to judge efficient utilisation of wagons.

The lead of BG wagons has increased from 541 in 1955-56 to 743 kms. in 1987-88 (37% increase) and revenue earning freight traffic on BG has increased from 70.1 MT in 1955-56 to 264.7 MT (Provisional) in 1987-88 (277% increase). Similarly, the lead of 359 kms. in MG system in 1960-61 has increased to 600 kms in 1987-88 (67% increase), vide details given in the Annexure. On one hand, the lead has gone up substantially and on the other, particularly in BG system, due to increased originating loading, the traffic density on main trunk routes has increased tremendously leading to saturation of capacity. In view of what has been stated above, the wagon turn rounds in the year 1955-56 for BG and during 1960-61 on the MG are obviously not comparable with the wagon turn rounds during the current year.

Wagon turn rounds from 1980-81 onwards are, to some extent comparable. Even during this period, lead has gone up to some extent and originating freight traffic has gone up considerably. If wagon turn round had remained the same during this period, that would have indicated better utilisation of wagons during current years. Actually the turn round on BG system has decreased by more than 25% and that on MG has reduced by more than 33% during this period. This indicates very efficient utilisation of rolling stock during current year. The Net Tonne Kilometres per way per day, another very important operating index pertaining to wagon utilisation, has increased from 986 in 1980-81 to 1449 in 1987-88 (47% increase) on the BG system and in the MG it has increased from 522 in 1980-81 to 731 in 1987-88 (40% increase) vide attached Annexure.

This tremendous improvement in operating performance over a period of 7 years was possible because of a number of measures taken by the

Railways, viz. (a) moving more traffic in block rakes and avoiding piecemeal movements to the extent possible, (b) by-passing marshalling yards enroute wherever possible, (c) closing down large number of marshalling yards to improve through running of goods trains, (d) forming jumbo rakes consisting of BCX and CRT wagons to help block rake movements of cement, foodgrains, fertilisers etc. by-passing marshalling yards, (a) running of heavier trains to improve throughput, etc.

Last but not the least, it may be mentioned that this phenomenal improvement was possible by constant watch on the detentions, enroute in yards as well as at terminal points.

#### Annexure

#### Year-Wise Details of Originating Freight, Lead Per Wagon Day & Turn-Round

Year	Revenue Earn-Lead of Freight		traffic		NTKM Per wagon	Per day	Turn Round	
	BG	MG	BG	MG			BG	MG
1955-56	70.1	20.0	541	303	885	332	10.5	NA
1960-61	93.1	24.7	592	359	998	405	11.2	7.2
1970-71	137.4	28.6	613	451	808	524	13.3	10.1
1980-81	171.0	23.9	717	611	986	522	15.2	15.3
1981-82	195.2	25.0	714	574	1112	538	13.3	14.2
1982-83	202.6	25.1	700	612	1123	576	12.8	13.8
1983-84	205.0	24.1	701	581	1112	577	13.0	14.2
1984-85	230.4	22.1	700	599	1150	565	12.8	14.8
1985-86	233.6	23.9	730	639	1296	677	12.0	14.3
1986-87	251.5	25.3	747	615	1420	703	11.6	12.7
1987-88	264.7	24.6	743	600	1449	731	11.6	12.3
1988-89	274.95*	25.1*	NA	NA	NA	NA	11.4	12.2

\*Provisional

[Ministry of Railways OM No. 85/RCC/206/14 dt 11.7.90 and 19.7.90]

#### Recommendation

The Committee are disturbed to note that almost all the companies have complained about their existing capacity remaining grossly under-utilised for sheer inadequacy of workload. In this connection, it has been mentioned that the Railway Board fixes the annual production quota every year in consultation with the Wagon India Ltd. However, owing to resource constraints, the Railway Board has had to repeatedly cut back at its target for annual off-take. Since the Ministry of Railways comes to know of the funds to be allocated to them at the beginning of the Plan

itself, the Committee recommend that the Ministry should place firm orders for the whole plan so that the Ministry should place firm orders for the whole plan so that the Wagon Building Units could arrange their production programme on a sustained basis.

[S. No. 27 (para 2.81) of the Appendix to the Report]

#### Action Taken

The approval to the Five Year Plans is not a financial sanction for the outlay. Every year, Annual Plans have to be prepared and processed through Planning Commission and Ministry of Finance, before they are approved. Only after this financial commitments could be entered into. This being so, it will be appreciated that it is not possible to place firm orders for the manufacture of wagons with Wagon Builders for the whole plan at the beginning of the plan itself. However, every effort will be made to release the orders at the earliest as soon as the Annual Plan is finalised.

[Ministry of Railways O.M. No. 85/RCC/206/14 dated 11.7.90 and 19.7.90]

#### Recommendation

The Committee observe that the procurement of free supply items is planned by the Railway Board keeping in view the annual off-take of wagons depending upon the fund allocation at the beginning of the financial year. However, if the additional funds are subsequently made available to Railway Board for enhancing the off-take level during the currency of that financial year, the Board is hard put to procure the additional free supply items due to longer lead time in procurement. This results in shortage of the required inputs. At a number of times, it also becomes necessary to undertake imports to meet the shortfalls in these supply items. The Committee desire that the Railway Board should consider placing adequate orders for these free supply items as well at the beginning of the Five Year Plan.

[S. No. 28 (para 2.82) of the Appendix V to the Report]

#### Action Taken

Every care is taken to plan procurement of free supply inputs well in time. For long lead items, action is taken for planning procurement at least one year in advance. Due care is taken to cater for requirements on account of buffer also so that production does not suffer even if there are slippages in supplies. Action has also been initiated to provide for buffer to cover production requirement for six months for imported and long lead items. However, in case of imports, availability of foreign exchange resources also plays a vital role.

As regards the suggestion to place orders for free supply inputs at the beginning of the Five Year Plans, this could not be feasible as allocation of funds for off-take of wagons every year depends upon the allocation made

by the Finance Ministry and the Planning Commission at the beginning of the financial year. Besides due to change in traffic requirements, the product-mix may also need to be changed at short notice hence, initiating action for procurement for a five year period would amount to making long term financial commitments which would not be a prudent step. The eventuality of funds getting reduced in the course of a particular year due to severe financial constraints, can never be ruled out. Hence, the practice of planning procurement of inputs well-in-time and catering for buffer requirements serves the purpose during normal periods.

[Ministry of Railways O.M. No. 85/RCC/206/14 dated 11.7.90 & 19.7.90.]

#### **Recommendation**

From one of the memoranda submitted to them the Committee have come to know that M/s. Texmaco had exported wagons having a speed of 100 Kms. per hour to Yugoslavia. The Committee cannot but express their unhappiness over the fact that the Ministry of Railways had, after floating a global tender, imported 133 wagons in their quest for procuring wagons having a speed of 90 kms. per hour without fully exploring the possibility of getting such wagons indigenously.

[Sl. No. 31 (para 2.85) of the Appendix V to the Report]

#### **Action Taken**

Ministry of Railways have not imported any freight wagons. 19 nos. each of nine different designs of "bogies" have been imported under a comprehensive programme of testing and evaluation under Indian operating conditions to select the most optimum design for future use on Indian Railways. The possibility of getting designs within the country was fully explored before it was decided to import. Ministry of Railways would like to state that the best design capability in the country in the field of Railway Rolling Stock is available within the Ministry.

[Ministry of Railways O.M. No. 85/RCC/206/14 dt. 11.7.90 & 19.7.90]

#### **Recommendation**

From the Corporate Plan (1985-2000) the Committee find that the Planning Commission has set a target of 5 per cent per annum rate of growth for GDP up to 2000 A.D. against 3.76 per cent long term rate of growth in the past. However, the actual rate of growth might be anywhere between these two figures. According to that, the Railways freight traffic may range between 332-450 billion net tonne kilometre depending upon the rate of growth of the economy and the success the Railways achieved in increasing their share of the total land freight traffic. With substantial improvement in wagon utilisation, the total replacement and additional requirement for wagons of all types is estimated in the Corporate Plan to be around 20000 four-wheeler units per

year. The Committee would desire that the Ministry of Railways should take suitable steps with a view to achieve the objectives as laid down in the Corporate Plan.

[Sl. No. 32 (para 2.86) on the Appendix V to the Report]

**Action Taken**

The projections of the level of procurement of wagons as given in the Corporate Plan is only a directive estimate. The actual procurement plan would depend upon the transport effort required which is assessed on a year-to-year basis within the overall framework of Five Year Plans.

[Ministry of Railways O.M. No. 85/RCC/206/14 dt. 11.7.90 & 19.7.90]

## CHAPTER—IV

### RECOMMENDATIONS/OBSERVATIONS IN RESPECT OF WHICH REPLIES OF THE GOVERNMENT HAVE NOT BEEN ACCEPTED BY THE COMMITTEE AND WHICH REQUIRE REITERATION

#### Recommendation

The Committee note that the Railways undertake two types of repairs, namely scheduled repairs and out of course repairs. The Scheduled repairs like Periodical Overhaul (POH), Routine Overhaul (ROH) can be worked out as the same are either time based or kilometreage based. The Ministry of Railways have admitted that the capacity available with them for scheduled repairs have not been adequate and at certain times non-availability of adequate funds also becomes a constraint. The extent of sickness of rolling stock is assessed by the ineffective percentages computed daily on all railways and averaged out for every month. The ineffective percentage of passenger carrying vehicles has come down from 15-10 to 9-22 on BG and from 10.99 to 9.56 on MG between 1982-83 and 1986-87. These figures are on a high side as compared to the 1962-63 figures when the ineffective percentage was 7.68 for coaches on BG and 7.78 for coaches on MG. The Committee regret that in spite of acute shortage of coaches, the Ministry of Railways have failed to keep up the level of efficiency achieved, earlier and desire that effective steps should be taken to bring the ineffective percentage to the bare minimum.

[Sl. No. 8 (para 1.74) of the Appendix V to the Report]

#### Action Taken

The ineffective percentage in 1962-63 was exceptionally low because a number of newly manufactured coaches from I.C.F. were put into stream which required minimum repairs during the period 1961 to 1964. Besides this the utilisation of coaching stock was not as intense as it is now. As such the figures of 1962-63-64 which was not a normal situation, do not constitute a realistic index for the purpose of comparison of the performance during subsequent period.

Keeping in view the trend of ineffectives and overdue POH of coaching stock, action was initiated in late 70's and early 80's to improve the maintenance infrastructure. The ineffective percentage has dropped from 15.1/10.99% on BG/MG to a level of 9.22/9.56% and the overdue has dropped from 13.95/7.99% to 6.51/3.37% respectively.

For the present load, adequate POH capacity exists.

[Ministry of Railways O.M. 85/RCC/206/14 dt. 11.7.90 & 19.7.90]

### Recommendation

The Committee are particularly concerned to learn that most of these overaged coaches are being used in the trains which serve the rural people. The Committee hope that safety of passengers is not being compromised by putting overaged coaches on Branch lines. This has been the common experience that most of these coaches are being run without proper windows and electrical fittings etc. The Committee desire that intermediate examination of these coaches should be done after every six months so as to fully ensure that the passengers in the trains have complete safety and are provided with normal comforts.

[Sl. No. 10 (para 1.76) of the Appendix to the Report]

### Action Taken

Only those coaches which fulfil all the safety and passenger amenity standards are retained in service. There are well defined schedules for repairs and these are strictly adhered to during maintenance of coaches. These are considered adequate.

In the past, there was a country wide shortage of coach manufacturing capacity and this resulted in retention of certain overaged coaches, which while fully complying with the above mentioned standards did at times have dull appearance as compared with newer builds. With the increased production capacity of I.C.F. and the commissioning of Rail Coach Factory at Kapurthala, the production capacity of coaches has increased and this will help in improving the availability of coaches. Inspite of our best efforts in certain sections, these measures sometimes prove inadequate and lead to customer's dis-satisfaction on account of overcrowding, theft, pilferage and vandalism.

[Ministry of Railways O.M. No. 85/RCC/206/14 dt. 11.7.90 & 19.7.90]

### Recommendation

The Committee would also like to stress the imperative need for stepping up the allocations to the Railways during the Eighth Plan so as to enable them to execute the necessary schemes regarding augmentation of the production of coaches, maintenance facilities, terminal and line capacities etc. The Committee would expect the Railways to take all necessary measures in this regard by generating additional resources out of their own revenues by efficient utilisation of existing assets, both human and material, and by cutting down all wasteful expenditure.

[Sl. No. 14 (para 1.80) of the Appendix V to the Report]

### Action Taken

Planning and development have to cover various facts of railway working. Within the limited resources, an optimal and balanced development is attempted by the Indian Railways.

With very little increase in the network of the order of 16% in route km,

31% in running track km, 110% in passenger coaches and 160% in wagons between 1950 and 1988, the Railways had managed to carry 4 times the passenger traffic and 5.2 times the freight traffic offered in the same period by improving the productivity as shown here below in terms of indices:—

	1950-51	1060-61	1980-81	1987-88
NTKM/tonne of wagon capacity	100	—	138	204
NTKM/wagon day on line	100	—	139	204
Passenger Km/thousand seating capacity	—	100	142	201
Track utilisation NTKM/route Km	100	—	289	413
Trac utilisation Pass. km/route km	100	—	291	372

[Ministry of Railways O.M. 85/RCC/206/14 dt. 11.7.90 & 19.7.90]

#### **Recommendation**

The Committee note that the codal life after which wagons are deemed to be overaged and replacement is planned is 35 years for bogies and 4-wheelers and 45 years for tank wagons. However, the Railways, as a general policy, condemn wagons on age-cum-condition basis. The Committee are distressed to find that there were 23395 overaged wagons with the Railways as on 31 March, 1985. The anticipated arisings due for replacement during the Seventh Plan would be 32183.5 wagons. Out of a total of 55578.5 overaged wagons due for replacement, the Ministry of Railways have been able to condemn 35962.5 wagons upto 31 March, 1988, and thus leaving a balance of 19616 overaged wagons to be replaced/condemned during the remaining two years of the Seventh Plan.

In view of the rising trend in the originating traffic, the Committee are of the view that there is an urgent need for replacement of wagons and more especially so when the wagons to be condemned are of plain bearing four-wheeler stock, giving poor output, often not freely loadable and incapable of meeting the pattern of operation that is going to dominate in the near future. Keeping above in view, the Committee recommend that the Railways should make an earnest effort to ensure that this backlog of 19616 overaged wagons is wiped out by the end of the Seventh Plan.

According to the estimates prepared by the Railway Reforms Committee, even after executing the replacement on codal life basis, 54500 four-wheeled wagons on BG and 3300 on MG would remain in service by 2000 A.D. Hence, replacement by itself on the basis of codal life would not be enough. The Committee, therefore, desire that the Ministry of

Railways should draw up a programme for early phasing out of the four-wheeled wagons' stock much of which is in a state of bad repair and impose inherent restrictions on speed etc.

[Sl. Nos. 19 to 21 (paras 2.73 to 2.75) of the Appendix to the Report]

#### Action Taken

In view of constraints of funds, it is not possible to replace all the overaged wagons. These overaged wagons are retained in service to meet the traffic requirements and as such condemnation of wagons shall have to continue on age-cum-condition basis. The overaged wagons are otherwise safe and fit to run. However, with a view to improve the conditions and reliability of the existing freight stock, the following measures have been taken:—

1. Conversion of 4-wheeler BG wagons from plain bearing to roller bearing.
2. Rebuilding of bodies of BG 4-wheeler covered wagons.
3. Fitment of enhanced couplers in M.G. 4-wheeler wagons.

[Ministry of Railways O.M. No. 85/RCC/206/14 dt. 11.7.90 & 19.7.90]

## CHAPTER V

### RECOMMENDATION/OBSERVATION IN RESPECT OF WHICH FINAL REPLY OF THE GOVERNMENT IS STILL AWAITED

#### Recommendation

The Committee note that there are 11 Wagon Building Units, of which six are in public sector and the remaining five are in the private sector. The annual licensed capacity of units in Public and Private Sectors is 17440 and 11000 Four-Wheeler respectively. In order to examine the difficulties faced by these units, the Committee called for memoranda both from the units in Public Sector and Private Sector. From the memoranda submitted to the Committee, they find that there had been idle capacity in almost all the Wagon Building Units Prior to 1988-89. These Wagon Building Units manufacture wagons as per the design and process laid down by RDSO, Lucknow and as such there was no choice for them to change the design process and technology in manufacturing the wagons. However, one of the companies, M/s. Texmaco Ltd. stated that "there is a possibility of still greater improved technology through further automation." The Committee would like the Ministry of Railways to have a dialogue with that company and find out as to what improvements could be made in the design and technology.

[Sl. No. 26 (Para 2.80) of the Appendix to the Report]

#### Action Taken

RDSO draws up the specifications and lays down detailed procedure to be followed for wagon manufacture. These procedures are issued to all wagon builders. RDSO's Inspection Wing ensures that the procedures laid down are followed.

M/s. TEXMACO will be addressed and their suggestions solicited and passed on to RDSO for incorporation, if found useful.

[Ministry of Railways O.M. No. 85/RCC/206/14 dt. 11.7.90 &  
19.7.90]

NEW DELHI;

*January 8, 1991*

Pausa 18, 1912 (S)

PURUSHOTTAM KAUSHIK,

*Chairman,*

*Railway Convention Committee.*

**APPENDIX**  
***Statement of Conclusions/Recommendations***

Sl. No.	Para No.	Ministry/ Dept. Concerned	Recommendation/Conclusion
1	2	3	4
1	4	Ministry of Railways	The Committee expect that the final reply to the recommendation at Sl. No. 26 in respect of which only an interim reply has been furnished, will be submitted to them expeditiously.
2	8	Ministry of Railways, Planning Commission	From the reply furnished by the Ministry of Railways, the Committee find that against the need based requirement of 12914 coaches and 1390 EMUs, the Ministry planned to acquire only 6970 coaches and 950 EMUs during the Seventh Plan period after taking into account the resources available. Though the Railway Board expected to overcome the shortage of coaches by better utilisation and by carrying more passengers in some cases, yet the exercise was counter productive and the result was over-crowding and increase in unsatisfied demand leading to congestion. The Committee have been informed that the production of coaches has been augmented by setting up a new coach factory at Kapurthala having a production capacity of 1000 coaches a year and in addition the capacity production of ICF, Perambur has been increased from 800 to 1000 coaches during 1990-91. This will no doubt result in production of additional 1200 coaches a year but it will be pertinent to point out that the Railway Reforms Committee which examined the requirement of coaches and EMUs both for meeting replacement and additional needs for the period 1985-2000 came to the conclusion that an additional capacity of 1534 coaches has to be created in the country to

meet the future demands. It will thus be seen that there will be an unsatisfied backlog of 334 coaches which will naturally lead to congestion and hardship to the travelling public. The Committee have, therefore, come to the conclusion that additional resources have got to be arranged for augmenting the production capacity of coaches in the country. They desire that both the Ministry of Railways and the Planning Commission should seriously consider the matter and draw both long term and short term schemes to augment production capacity to the desired level.

- 3 11 Ministry of Railways The Committee note that the periodical over-haul (POH) is performed in the base workshops after a pre-determined time-interval or use. This is supplemented by day-to-day serviceability and safety repairs in open line facilities such as sheds, washing lines, and sick lines. The Committee are surprised to note the reply of the Ministry of Railways that "for the present load, adequate POH capacity exists" whereas coaches overdue for POH is 7.99 per cent on BG and 3.37 per cent on MG. As the utilisation of coaching stock is very intense due to shortage of coaches, the Committee desire the Ministry to make serious efforts to clear all the backlog of coaches overdue for POH.
- 4 12 -do- From the reply given by the Ministry of Railways the Committee further note that the ineffective percentage of coaches has come down from 15.10 to 9.22 on BG and from 10.99 to 9.56 on MG between 1982-83 and 1986-87. Since then there has not been any further improvement in this situation. The Committee feel that the above figures are on a high side and recommend that the Ministry of Railways
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			should make concerted efforts to bring down further the ineffective percentage of coaches, as even one per cent saving in down time can contribute significantly to capacity in terms of passenger journeys and revenues to the Railways.
5	15	Min. of Railways	<p>The Committee are not satisfied with the reply of the Ministry of Railways that 'only those coaches which fulfil all the safety and passenger amenities standards are retained in service'. Even if for arguments sake, the claim of the Ministry of Railways that the defined schedules for repairs are considered adequate, is accepted, the Committee do not find any justification for the Ministry for not agreeing to their proposal for intermediate examination of coaches every six months as it would not involve any extra infrastructure. Keeping in view the above facts, the Committee reiterate their earlier recommendation that intermediate examination of passenger train coaches should be done after every six months so as to fully ensure that the passengers in the trains have complete safety and are provided with basic needs.</p>
6	18	Min. of Railways Planning Commission	<p>The Committee are concerned to note that inspite of Railways' best efforts, in certain sections passengers are dis-satisfied on account of over-crowding, theft, pilferage and vandalism. They, therefore, desire that vulnerable sections where such cases of theft, pilferage and vandalism occur frequently, are identified and suitable measures such as deployment of Railway Protection Force etc. in these areas/trains are taken expeditiously.</p> <p>In order to augment production of coaches, maintenance facilities, terminal and line capacities, etc., the Committee had categorically recommended for stepping up allocation of funds to the Railways during the Eighth Plan. From the reply given by the Ministry of Rail-</p>

ways it is seen that with very little increase in the network of the order of 16 per cent in route km., 31 per cent in running track km., 110 per cent in passenger coaches, between 1950—88, they had managed to carry four times the passenger traffic. Since the production of coaches, terminal and line capacities and maintenance facilities has not kept pace with the increase in passenger traffic, the result has been overcrowding and denial of basic facilities in many cases to the passengers and consequent customers dissatisfaction. With a view to mitigate sufferings of the passengers, the Committee reiterate their earlier recommendation that more funds should be allocated during the Eighth Plan for Rolling Stock both by generating additional resources out of their own revenues and increase in plan funds allotment so as to speedily execute the necessary schemes regarding augmentation of production of coaches, maintenance facilities, terminal and line capacities etc.

7 19 Min. of Railways

The Committee would also like to know the steps taken by the Ministry of Railways to generate additional resources out of their own revenues by efficient utilisation of existing assets, both human and material, and by cutting down all wasteful expenditure and pilferage in the Railways.

8 22 Min. of Railways

As there was a balance of 19616 overaged wagons to be replaced/condemned as on 31 March, 1988, the Committee had recommended to draw up a programme for phasing out the backlog of overaged wagons. In their reply, the Ministry of Railways have stated that it is not possible to replace all the overaged wagons in view of constraints of funds and that the condemnation of wagons shall have to be continued on age-cum-condition basis. A number of steps have been taken by the Ministry to improve the condition and reliability of the existing freight

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stock. The Committee would like to know the number of wagons yet to be condemned on age-cum-condition basis and whether the present stock would be sufficient to meet the future demands keeping in view the rising trend in the originating traffic.

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## Part II

### MINUTES OF THE EIGHTH SITTING OF THE RAILWAY CONVENTION COMMITTEE HELD ON 3 JANUARY, 1991

Eighth sitting of the Railway Convention Committee was held on Thursday, the 3rd January, 1991 from 1500 hours to 1630 hours in Committee Room No. 53, Parliament House, New Delhi. The following Members were present in the meeting:

Shri Purushottam Kaushik—*Chairman*

#### MEMBERS

##### LOK SABHA

2. Shri Rajendra Agnihotri
3. Dr. Laxminarayan Pandey
4. Shri Uttam Rathod
5. Shri Brij Bhushan Tiwari
6. Shrimati Usha Verma

##### RAJYA SABHA

7. Shri Ramsinh Rathwa
8. Shri Vishwasrao Ramrao Patil
9. Shri Dayanand Sahay

#### SECRETARIAT

1. Shri G.L. Batra, *Joint Secretary*
2. Shri N.M. Jain, *Under Secretary*
3. Shri R.C. Gupta, *Assistant Director*

The Committee considered and adopted the draft Report on action taken by Government on the recommendations contained in Fourteenth Report of the Railway Convention Committee (1985) on Rolling Stock Programme (Availability of Coaches and Wagons) without any modifications/amendments.

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*The meeting was then adjourned.*