

**ESTIMATES COMMITTEE
1959-60**

SIXTY-SIXTH REPORT

(SECOND LOK SABHA)

MINISTRY OF TRANSPORT AND COMMUNICATIONS

Action taken by Government on the Recommendations contained
in the Fifty-Ninth Report of the Estimates Committee
(First Lok Sabha) on the Ministry of Transport--
National Highways and Roads



**LOK SABHA SECRETARIAT
NEW DELHI**

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ESTIMATES COMMITTEE

1959-60

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INTRODUCTION

I, the Chairman, Estimates Committee, having been authorised by the Committee present this Sixty-sixth Report of the Estimates Committee of the Second Lok Sabha on the Action taken by Government on the recommendations contained in the Fifty-ninth Report of the Estimates Committee (First Lok Sabha) on the Ministry of Transport—National Highways and Roads.

2. The Fifty-ninth Report of the Estimates Committee (First Lok Sabha) was presented to the Lok Sabha on the 27th March, 1957. The Government furnished their replies to the recommendations in the report between August, 1958 and April, 1959. The Study Group 'G' of the Estimates Committee examined these replies on the 31st August, 1959.

3. The Report has been divided into four chapters :

I. Report

II. Recommendations that have been accepted by Government.

III. Replies of Government that have been accepted by the Committee.

IV. Replies of Government that have not been finally accepted by the Committee.

4. An analysis of the action taken by Government on the recommendations contained in the Fifty-ninth Report of the Estimates Committee is given in Appendix IV. It would be observed therefrom that out of the 41 recommendations made in the Report, 17·0% of the recommendations have been accepted fully by Government while 31·8% of the recommendations have been accepted partly. Of the rest, replies of Government in respect of 14·6% of the recommendations have been accepted by the Committee while those in respect of 36·6% of the recommendations have not been accepted by the Committee.

NEW DELHI—I;
The 25th October, 1959.

Kartik 3, 1881 (Saka).

H. C. DASAPPA,
Chairman,
Estimates Committee.

CHAPTER I

REPORT

The Estimates Committee in para 34 of their Fifty-ninth Report had noted with regret that the progress of road development programme of the ex-part 'C' and 'D' States, Sikkim and N.E.F. Agency, particularly in Andaman and Nicobar Islands, Sikkim and N.E.F.A. had not been very encouraging and had expressed the hope that more attention would be given to those areas during the Second Plan. The Government stated in reply that after the reorganisation of States, the Department of Transport was concerned only with the development of roads in the Union Territories, N.E.F.A., Naga Hills Tuensang Area and those in charge of the C.P.W.D. in Sikkim and that adequate attention was being given to the development of roads in those areas during the current Plan. They added that having regard to the availability of funds and the capacity of the engineering organisations of those regions, the planned targets were satisfactory. *While the Committee appreciate the steps being taken towards development of roads, they feel that there is still a large leeway to make up in this respect in the areas referred to above, especially in the N.E.F.A., Naga Hills and Sikkim areas in view of their strategic importance. They, therefore, feel that the Government should give greater attention to the development of roads in those areas and aim at raising the system of roads in those areas where possible, to the same level as attained by other States by the end of the Third Five Year Plan.*

2. In para 164 of their Report, the Committee had expressed the hope that the field trials on methods of stabilisation of desert sands would commence without undue delay in order to benefit the neglected areas in Rajasthan etc. where there was shortage of not only road stone but also of water for construction purposes. This suggestion was based on the information furnished to the Committee during their examination of the Ministry (*Vide* Para 163) that the work on the method of stabilisation of desert sands had been nearly completed and that it was ready for field trials. Nearly two years later, the Government have stated that the results of the experiment carried out in the premises of the Central Road Research Institute are still under examination and that field trials would be carried out if the results warrant such experiments. *The Committee feel that the information furnished to the Committee earlier was not quite accurate and the information furnished now is rather vague.*

CHAPTER II

RECOMMENDATIONS THAT HAVE BEEN ACCEPTED BY GOVERNMENT

Serial No. of the recommendations	Reference to paragraph in Report	Summary of Recommendations	Reply of Government
1	2	3	4
8	48	<p>The Committee hope that the Planning Commission would accede to the request of the External Affairs Ministry for raising the provision of Rs. 50 lakhs for road development in Sikkim in the Central Sector of the Second Five Year Plan to Rs. 200 lakhs in view of the strategic importance of the region.</p>	<p>The Planning Commission have accepted in principle the increase in the provision for road development in Sikkim in the Central sector of the Second Five Year Plan to Rs. 190 lakhs.</p> <p style="text-align: right;"><i>[Ministry of Transport & Communications— Deptt. of Transport (Roads Wing) O.M. No. WIV—12(7)/57 dated the 13th February, 1959.]</i></p>
12	74	<p>The Committee consider that it is necessary to have a perspective plan just like the Nagpur Plan which will meet the requirements of the next 25—30 years. The Committee, there-</p>	<p>This recommendation was discussed at the Chief Engineers' meeting held at Shillong in May 1957. As a result, the Chief Engineers set up a Committee with the Consulting Engineer (Road</p>

fore, recommend that in view of the integration of the princely states and change in the political map of the country after the Nagpur Plan was formulated and in view of the industrialisation that is taking place, the Ministry should devise a plan as early as possible based on existing conditions.

Development) as Convener and the Chief Engineers of Bombay, Madras, Punjab, Uttar Pradesh and West Bengal (each representing one of the five zones in the country) as members to prepare a long-term All-India Road Development Scheme for catering to the needs of the country for the 20-year period from the commencement of the third 5-year Plan. The Committee have since prepared a Report on "Road Development Plan for India (1961-81)" which, has been finalised by the general body of the Chief Engineers, and submitted for the consideration of the Government of India recently. The Report is now being examined in consultation with the other Central Ministries concerned, Planning Commission and the State Governments.

[Ministry of Transport & Communications—
Deptt. of Transport (Roads Wing) O.M. No.
PL-12(26)/58 dated the 17th February,
1959.]

19 106 The Committee feel that without trained personnel it will not be possible to successfully execute the various schemes. The two shall have to match. There is no use having a bigger plan and at the same time have a meagre provision for personnel. Whatever plan is sanctioned, there must be necessary personnel to carry it out. The work of road construction has suffered because of the shortage of

The Engineering Personnel Committee set up by the Planning Commission in 1955 to assess the country's requirements of technical personnel in all fields recommended that in order to meet the needs of road development and other engineering schemes during the second plan period, the annual intake to degree and diploma courses by the end of 1960-61 should be increased to 9754 and 18,421 respectively. The matter was sub-

technical personnel like overseers and draftsmen in the States. The Committee, therefore, recommend that the Ministry should assess the requirements carefully and take some concrete steps to overcome the shortage of staff of these categories. The question whether the category of 'draftsmen' is really essential or whether it can be dispensed with should be examined with an open mind.

sequently examined in detail by the Ministry of Scientific Research and Cultural Affairs. They formulated a comprehensive scheme for expanding the existing institutions and opening new colleges and polytechnics to implement the recommendations of the Engineering Personnel Committee. The expansion programme has already been implemented fully and, as a result, the annual intake to the degree and diploma courses has gone up to 10,000 and 20,000 respectively which exceeds the targets set out by the Engineering Personnel Committee. Further, it is proposed to establish nine new colleges and 27 polytechnics in the country as Centrally-sponsored institutions. The implementation of this programme will increase the annual intake to degree and diploma courses to 13,165 and 24,000 respectively.

Recently, the Chief Engineers have submitted to the Government of India a report on the pattern of road development proposed for the 20-year period (1961-1981), which, *inter alia* makes an assessment of the technical man-power required for implementing the programme envisaged therein. The report is being examined by the Government of India in consultation with the State Governments. As a result of the

measures indicated in the preceding para and similar further steps which would be taken in this direction, no difficulty in meeting the requirements of technical personnel for road development should arise.

It may be added in this connection that arrangements are also being made for providing specialised practical training to serving engineers, both officials and non-officials, in modern methods of highway and bridge engineering by deputing them to more advanced countries under the various technical assistance programmes.

As for the essentiality of 'draftsmen', the matter was discussed at the Chief Engineers' meeting held at Shillong in May 1957. Draftsmen are mostly required for preparing drawings and assisting the engineering personnel in detailed engineering calculations and in framing estimates. In the present set-up it is not possible to dispense with them.

[Ministry of Transport & Communications—
Deptt. of Transport (Roads Wing) O.M.
No. PL-13(2)/59 dated the 17th March, 1959.]

Further the Ministry should also give full consideration to the views of Shri P.L. Verma and the Director of Central Road Research Institute—

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This matter was discussed at the Chief Engineers' meeting held at Shillong in May 1957. Normally, a Public Works Department Division con-

regarding the future training of engineers and other staff and should have the subject fully thrashed out in the coming conference of Chief Engineers and with the representatives of other Central Ministries concerned. What should be regarded as a reasonable ratio of Engineers : Overseers: Draftsmen : Tracers should be carefully examined and fixed. Having done that, steps should be taken to see that proper training facilities are provided approximately in the same ratio. The Engineering Personnel Committee have anticipated that in 1960-61, engineering personnel will be in short supply to the extent of about 1800 graduates and 8000 diploma holders in different branches. To meet the shortage, they have recommended that the capacity in existing established institutions should be fully expanded and that 18 colleges and 62 Diploma institutions should be opened. The Committee hope that these recommendations will be given prompt attention.

sists of the following technical staff:—

Executive Engineer	1
Assistant Engineers	4
Overseers	16

Draftsmen

Grade I	1
Grade II	2
Tracers	4

Broadly, it also indicates the ratio of engineers : Overseers: Draftsmen : tracers. Keeping in view the workload handled by a Division, this ratio is considered reasonable. The position in respect of requirements of, and facilities for technical education is indicated in the Table below:

Degree Course	Diploma Course
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(*) Estimate of annual intake in 1960-61 made by

the Engineering Personnel Committee on the basis of schemes in the Second Plan drawn up in 1956

6960 10,200

(b) Additional seats proposed by the Engineering Personnel Committee (by establishment of new institutions)

2794 8221

(c) Total provision envisaged by the Committee by 1960-61

9754 18,421

(d) Total provision planned by the Central Government by 1960-61 by adjustment in the Plan and the programme drawn up by them for the expansion of existing institutions

11,000 20,000

The total intake to degree and diploma courses already provided for is 10,000 and 20,000 respectively which exceeds the target set by the Engineering Personnel Committee. In order to cater to the country's future requirements of technical personnel, the Ministry of Scientific Research and Cultural Affairs have formulated a scheme for the establishment of nine new colleges and 27 polytechnics as

centrally-sponsored institutions. As a result of this scheme, the total intake to degree and diploma courses by the end of 1960-61 is expected to go upto 1,3000 and 24,000 respectively, which will meet the future requirements.

[*Ministry of Transport and Communications—Deptt. of Transport (Roads Wing) O.M. No. PL-13(4)/59 dated the 14th March, 1959.*]

22 116 The Committee suggest that the question of advance planning on long-term basis should be discussed at the next conference of the Chief Engineers and steps taken to ensure that maximum advantage is taken of planning on a five year basis.

As stated against S. No. 12, the Chief Engineers have discussed in many meetings the question of advance planning on long-term basis and prepared a report on Road Development in India for the 20 years, 1961-81. The report is being considered by Government and the plan as approved by Government will form the basis of future Five-Year Plans.

[*Ministry of Transport and Communications—Deptt. of Transport (Roads Wing) O.M. No. PL-12(26)/58 dated the 17th February, 1959.*]

27 130 The Committee suggest that since the Standing Committee on Roads has been abolished an Advisory Committee consisting of the representatives of various State Governments, Mi-

As a result of the reorganisation of the Committees functioning under the Department of Transport, the following bodies have been set up in place of the Transport Advisory Council, the Central

ministries of the Government of India concerned and of Chambers of Commerce & Industry and the Automobile Associations etc. may be constituted to advise on matters relating to priorities, co-ordination and future road construction schemes etc.

Board of Transport and the Standing Committee of the Central Board of Transport:—

- (1) Transport Development Council;
- (2) Road and Inland Water Transport Advisory Committee and
- (3) Central Transport Co-ordination Committee.

The Transport Development Council is a high level body with the Minister of Transport & Communications as its Chairman and Ministers of Commerce & Industry and Railways, the Minister of State in the Ministry of Transport & Communications, Deputy Minister of Transport & Communications, Member in charge of Transport in the Planning Commission, Transport Ministers of the States and Lt. Governor/Chief Commissioners of Union Territories as its members. This body is meant to advise the Government of India on all matters of policy relating to roads, road transport and inland water transport. Matters of policy concerning other modes of transport and problems relating to co-ordination between different forms of transport will also be referred to the Council as and when necessary.

The Road and Inland Water Transport Advisory Committee is intended to examine problems relating to roads, road transport and inland water transport and to make recommendations to the Transport Development Council for final decisions. The Committee consists of 15 official and

15 non-official members and the Minister of State in the Ministry of Transport & Communications is its Chairman. A copy of the press note announcing the functions and composition of this Committee is attached. (Appendix I).

The Central Transport Co-ordination Committee deals with the day to day transport problems confronting the different Ministries of the Government of India and is composed of representatives of the various Ministries concerned with the Transport Secretary as its Chairman.

The Road and Inland Water Transport Advisory Committee, which has already been set up and in which both official and non-official interests concerned with matters relating to priorities, co-ordination and future road construction schemes, etc. are adequately represented, meets the object behind the recommendation of the Estimates Committee.

[*Ministry of Transport and Communications—
Deptt. of Transport (Roads Wing) O.M. No. PL-
2(1)/59 dated the 13th March, 1959.*]

The Committee further recommend that the Ministry of Transport should discuss this sub-

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The question of establishment of a network of research stations to facilitate research work on

ject in the next conference of Chief Engineers and prepare a plan for establishing a network of research stations to facilitate research work on roads which has been very poor so far.

roads was discussed at the Chief Engineers' Conference held at Shillong on the 16th May 1957 and it was agreed that each State should set up a road testing and control laboratory in the first instance and that these laboratories should be developed into full Research Stations in due course. With this end in view, a model scheme for organising State Testing and Control Laboratories for roads and buildings which was prepared by the Central Road Research Institute, New Delhi, has been circulated to the Chief Engineers of States and they have been requested to take steps for the setting up of a laboratory in each State in consultation with their respective State Governments.

(Ministry of Transport and Communications—Deptt. of Transport (Road Wings) O.M. No. PL-18(6))
57 dated the 16th February, 1959.]

CHAPTER III

REPLIES OF THE GOVERNMENT THAT HAVE BEEN ACCEPTED BY THE COMMITTEE

S. No.	Reference to paragraph in report	Summary of recommendations	Reply of Government
1	2	3	4

1 8 It is regrettable that it should have taken 9 years for introducing the National Highways Bill, when the Central Government had assumed full financial responsibility for the development and maintenance of certain roads from 1st April, 1947.

Up to the commencement of the Constitution, i.e. the 26th January, 1950, the Centre did not have any Legislative jurisdiction over roads, which were entirely subject to the legislative jurisdiction of Provinces, *vide* entry 13 in List II (Provincial List) in the Seventh Schedule to the Government of India Act, 1935. Only under the Constitutio entry 23 in List I (Union List) in the Seventh Schedule, "Highways declared by or under law made by Parliament to be nationalhigh, ways" became Union subjects. The question of the Centre undertaking legislation for the declaration

of any highways as national highways arose only after 26th January 1950, the commencement of the Constitution.

2. The Centre provisionally accepted full financial responsibility, generally with effect from the 1st April, 1947, for the development and maintenance of certain roads considered by them to be suitable for inclusion in a system of national highways, under an agreement with the then existing Provinces. It is true that there was some delay in the enactment of legislation, as envisaged under the Constitution, for the declaration of these highways as national highways. This delay was mainly due to the following reasons:—

(a) Before enactment of any law designating certain highways in States as national highways, it was considered necessary to negotiate an agreement with States which would cover, *inter alia*, the apportionment of expenditure on roads, including National Highways. It was also considered necessary that, before any discussions on the allocation of this expenditure could be started with States, the final outcome of discussions relating to motor vehicle taxation on which certain recommendations had been made by the Motor Vehicle Taxation Enquiry Committee in 1950 should be known. The whole question of motor vehicle taxation was under examination by the Taxation Enquiry Commission and it was thought possible that the Centre might have to incur substantial expenditure in the form of grants to States to

compensate them for any restrictions placed on the limit of their taxing powers. The final position as it emerged out of the decisions of Government on the recommendations of the Taxation Enquiry Commission had, therefore, a very important bearing on the proposed legislation relating to national highways.

(b) Proposals were under consideration for the constitution of an enlarged Central Road Fund (which was to include the funds voted for expenditure on national highways by the Centre) and State Road Funds in accordance with the recommendations of the Motor Vehicle Taxation Enquiry Committee, which were supported by the Transport Advisory Council. The creation of these funds depended on the decisions that might be reached by Government on the recommendations of the Taxation Enquiry Commission.

3. The Taxation Enquiry Commission, whose report was received early in 1955 did not support the recommendations of the Motor Vehicle Taxation Enquiry Committee, in regard to the procedure for financing the development and maintenance of national highways and other

connected matters. It was, therefore, decided that action might be pursued for undertaking legislation for the declaration as national highways of the highways in States for which the Government of India had provisionally accepted full financial responsibility under an agreement with States. The Bill (the National Highways Bill, 1956) was introduced in the Lok Sabha on the 7th August, 1956, and was passed by that House on the 13th August, and by the Rajya Sabha on the 30th August, 1956. ■

[*Ministry of Transport and Communications—Deptt. of Transport (Roads Wings) O. M. No. PL-7(6)/57 dated the 13th February, 1959.*]

2 18

The Committee regret to note that the performance after the withdrawal of British power from India and till the launching of the First Plan, was extremely poor in the matter of new construction. Four and a half valuable years were virtually lost in doing very little. The position of arrears in regard to the National Highways was, broadly speaking, as under on the 1st April 1951, when the First Plan came into force:—

- (i) 1490 miles of missing links to be constructed
- (ii) 147 major bridges to be constructed; and
- (iii) 8,000 miles of low grade surface roads to be improved.

The National Highway scheme came into force with effect from the 1st April 1947. In the case of all large public works, the expenditure and the resultant physical achievements are normally low in the first one or two years after the commencement of the projects, because much time is spent in this period on such preliminaries as drawing up detailed programmes of works to be executed, surveys, preparation of detailed plans and estimates for the works, and organisation and assembly of engineering personnel, materials, plant and labour. Such preliminary work takes more time in the case of road projects which are not concentrated in any one area like buildings. Apart from these normal causes of slow progress in the initial stages, development

of National Highways was handicapped by abnormal difficulties, on account of the persistence of war-time conditions, in securing transport, controlled road building materials, such as cement, steel, and coal for brick-burning and also trained technical personnel.

While the difficulties mentioned were being overcome, the Government of India had to severely restrict development expenditure to such productive and inescapable works as were highest in the priority list on account of the financial stringency prevailing during the post-partition period and up to the beginning of the First Five Year Plan. This resulted in some of the approved national highway projects being held in abeyance, expenditure on some of the works in progress being slowed down, and a number of projects remaining unsanctioned. These difficulties accounted for the poor performance in regard to the development of National Highways during the period from 1947-48 to 1950-51 referred to in paragraph 18 of these Estimates Committee's Report.

Better progress has been made with the development of National Highways from the commence-

ment of the first Five Year Plan. The condition of the N.H. system at the end of 1958 and the expected achievements up to the end of the Second Plan period are indicated below:—

Condition Expected of the achievement at the end of Second Plan. of 1958	Miles	Miles
(1) Length with one-lane asphalted or cement concrete carriageway . . .	10,480	12,000
(2) Length with two-lane asphalted or cement concrete carriageway . . .	1,100	1,300
(3) Length with water bound macadam and other low grade surface to be improved . . .	1,800	400
(4) Length of missing links remaining to be constructed . . .	520	200

Condition of the N. H. system at the end of 1958.	Expected achievement at the end of Second Plan.
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(5) Number of major bridges remaining to be constructed 93 Nos. 76 Nos.

The total length of the National Highway system is at present about 13,900 miles.

(Work on most of these bridges will be in progress at the end of Second Plan).

[Ministry of Transport and Communications—Deptt. of Transport (Roads Wing) O.M. No. PL—5(2)/59 dated the 5th March, 1959.]

54 With the completion of the works undertaken on the West Coast Road, major portion of the coast

It may be pointed out that the West Coast Road is not a National Highway. This is a State road

line of the country will have a National Highway running more or less parallel to it within reasonable distance. The Committee recommend that this process should be carried to its logical conclusion so as to ensure that by the end of the Third Plan, the entire coastline of the country is girdled by a National Highway. The Intermediate and some of the Minor Ports should be connected with this National Highway by suitable feeder roads. This will facilitate development of ports and ease the transport problem of the country.

and the Government of India are only aiding its development to the standard of a single-lane, black-topped and fully bridged road by grants-in-aid to the State Governments concerned (*viz.*, Bombay, Mysore and Kerala) to cover the entire cost.

The recommendation of the Committee that steps should be taken to ensure that by the end of the Third Plan the entire coastline of the country is girdled by a National Highway will be considered when the Government of India take up for consideration the general question of expansion of the existing National Highway system Under the Third Five Year Plan. No funds are available under the Second Five Year Plan for such a general expansion of the National Highway system.

The maritime State Governments were addressed by the Government of India in January 1957 and requested to take suitable steps to ensure that all the intermediate and minor Ports are connected with the nearest main road by good feeder roads so as to facilitate the movement of goods from and to the ports by road.

A copy of the Ministry of Transport (Roads Wing) letter No. PL-12(3)57, dated the 18th January, 1957, on the subject is attached (Appendix II). The replicas received from the Governments of Andhra Pradesh, Kerala, Madras, Mysore, Orissa

and West Bengal show that most of the Intermediate and Minor Ports in these States are already connected with the nearest main roads by link roads, maintained in good condition, and that the State Governments are taking necessary action to connect the ports with the nearest main roads, where they are not so connected, and to improve the existing link roads, where necessary. The Government of Bombay have not yet supplied the required information. They are being regularly reminded to indicate the position obtaining in that State.

[*Ministry of Transport and Communications—Deptt. of Transport (Roads Wing) O.M. No. PL—5(1)59 dated the 17th March, 1959*].

10 59 The Committee note that the progress of works on roads of inter-State or economic importance both in terms of physical and financial achievements has not been very satisfactory as against the targets fixed for execution in the First Five Year Plan. The Committee hope that the tempo of work would be quickened in the Second Plan period and the sanctioned provision of Rs. 18 crores would be fully utilised.

In the Second Plan Period, it was intended to construct 1000 miles of new roads, improve 2000 miles and construct 9 major bridges. Upto December 1958, 560 miles of new roads have been constructed, about 1100 miles of existing roads improved and two major bridges have been completed. An expenditure of Rs. 8.21 crores is expected to be incurred upto the end of 1958-59.

2. It is true that the progress on the schemes included in the General Aid Programme during the current Plan has been not according to the

schedule. The main reason for the slow progress is that funds to the required extent have not been forthcoming due to general financial stringency. The total plan provision for road development in the Central sector and the Union territories originally approved by the Planning Commission was Rs. 98.11 crores. On the basis of this provision, the average annual allotment should have been of the order of Rs. 19.62 crores. But actually Rs. 16.65 crores and Rs. 16.00 crores only were made available during 1956-57 and 1957-58 respectively against Rs. 20 crores and Rs. 25.75 crores asked for. Early in 1958-59, the total provision for road development was reduced to Rs. 88.65 crores as a result of the re-appraisal of current plan resources. The total allotments for the first two years of the current plan amounted to Rs. 32.65 crores and the balance of the reduced plan provision *viz.*, Rs. 56.00 crores (Rs. 88.65-32.65) should be allotted during the current and the next two years. This gives an allotment of Rs. 18.66 crores but actually Rs. 16.50 crores has been allowed for the current year and a similar provision has been proposed for the next year. The provision for 1960-61 will depend upon the overall financial resources and the trend of development expenditure in 1959-60.

Out of the total funds for road development made available to this Ministry, a sum of Rs. 8.21

crores is expected to be spent on the development of roads of economic and inter-state importance upto the end of the current year. A sum of Rs. 3 crores is likely to be provided for these roads during each of the next two years and the total expenditure during the current plan will be about Rs. 14 crores only against the original provision of Rs. 18 crores. Thus the slow progress on these roads is due to financial stringency.

[*Ministry of Transport & Communications—Deptt. of Transport (Roads Wing) O.M. No. WIV—1 (2)/57 dated the 14th April, 1959*].

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13 85 The Committee recommend that the method of construction of rural roads as suggested by Shri E. A. Nadirshah should be considered by the Special Officer who is going to be appointed to undertake a broad study of development of Rural communications and he should lay down definite standards for the construction of better rural roads at a cheaper cost.

This recommendation was discussed at the meeting of Chief Engineers concerned with roads held at Shillong in May 1957. The Chief Engineers observed that the methods suggested by Shri E. A. Nadirshah for the construction of rural roads were elementary in character and were already known to State Public Works Departments and Highway Departments. The Special Officer, who was appointed to make a broad study of the development of rural roads in the States of Madras and Uttar Pradesh, was also asked to consider the suggestions made by Shri Nadirshah.

The Special Officer has recommended definite standards to be adopted for the construction of rural roads in respect of alignment, road land width, formation width, width and thickness of crust, etc. These recommendations have already been brought to the notice of State Governments for necessary action as they are primarily responsible for the development of rural roads.

[*Ministry of Transport & Communications—Deputy of Transport (Roads Wing) O.M. No. PL—11 (4)/59 dated the 18th March, 1959*].

The Committee regard the response to the Village Road Development Co-operative Scheme as rather un-satisfactory. In view of the pressing need for the construction of village roads, the Committee suggest that the State Governments should be urged to take full advantage of the scheme.

15 93

In pursuance of the suggestion made by the Estimates Committee, the State Governments were urged to step up progress of Village Road Development Co-operative Scheme. They were also requested to enlist the co-operation of the Village Panchayats.

2. In order to make the scheme more attractive it was decided on 30-6-58, to increase the Central contribution for each work from one-third of the cost to fifty per cent of the cost. The villagers now contribute one-fourth of the cost of each work. We have also agreed to pucca roads being constructed under the Scheme and have suggested to the State Governments to publicise this aspect of the scheme.

3. The present position is that the amount of Rs. 60 lakhs earmarked from the Central Road Fund (Ordinary) Reserve in 1953, has been

used up and a further sum of Rs. 60 lakhs has been set apart to be used during the current year and the next two years of the Second Five Year Plan.

[*Ministry of Transport & Communications—Deptt. of Transport (Roads Wing) O. M. No. WIII—112(40)/56 dated the 4th March, 1959.*]

23 117 Incidentally, the Committee were given to understand that about 2/3rds of bitumen required for road construction was being produced in India whereas the balance was imported from abroad. The Committee suggest that vigorous steps should be taken to achieve self-sufficiency in this respect.

Two of the four existing refineries in India, viz., Assam Oil Company and Burmah Shell Refineries are at present producing bitumen. Their total production during 1958 was about 2.23 lakh tons. The Stanvac refineries, Bombay, have also made arrangements for producing about 66000 tons of bitumen per year and they are likely to start production within the current year. As the total quantity of bitumen required for road construction in the country is about 1.70 lakhs tons only per year, the quantity already produced meets all the requirements and it is not necessary to import any bitumen for roads.

[*Ministry of Transport & Communications—Deptt. of Transport (Roads Wing) O. M. No. PL—30 (23)/59 dated the 13th March, 1959.*]

25 121 The Committee appreciate that the implementation of the suggestions made by Shri E. A.

All the points brought out by Shri Nadirshah are being kept in view by both the Central and State

Nadirshah, Ex-President, Indian Roads and Transport Development Association, with regard to the economic development and maintenance of roads as given in para 120 would involve heavy expenditure. The Committee, therefore, recommend that the Ministry of Transport should keep these suggestions before them for gradual implementation subject to the availability of funds.

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The Committee appreciate that in view of the high cost involved in putting modern surface it may not be possible to undertake large programmes of converting ordinary surfaced roads into modern surfaced roads. The Committee, therefore, recommend that the Ministry should prepare a perspective plan of gradually converting more of earth roads into hard surfaced ones and for improving the surface of National Highways with a view to economise in the cost of operation of vehicles. Further construction of roads especially in rural areas by soil stabilisation on scientific lines should be encouraged in view of its suitability for light traffic, without any protective treatment.

Governments in drawing up their road development programmes and implemented to the extent possible.

[*Ministry of Transport & Communications—Deptt. of Transport (Roads Wing) O. M. No. PL—30 (25)/59 dated the 13th March, 1959*].

Recently, the Chief Engineers have submitted to the Government of India a report on the pattern of road development proposed for the 20-year period from 1961 to 1981. It envisages increasing the total mileage of hard surfaced roads from 1.44 lakhs as anticipated in 1961 to 2.52 lakhs in 1981. This includes the construction of new roads as well as the upgrading of existing ones. In addition, it provides for the construction/upgrading of nearly 4 lakhs miles of roads with gravel, moorum or stabilised soil surface by the end of 1980-81. The report is being examined by the Government of India in consultation with the State Governments.

As regards the construction of roads by soil stabilisation, some States, e.g., Punjab, Madras, Andhra Pradesh, Uttar Pradesh, etc., have already constructed several stretches of roads according to this technique. With a view to propagating the idea and extending the technique to different climatic conditions where blending of soils

is possible, the Council of Scientific and Industrial Research are financing some 'pilot projects' in each State. The Chief Engineers' Report referred to in the preceding para also provides for the construction of roads according to this technique.

The Ultimate cost of a road is dependent on several factors *e.g.*, the availability of material, topographical and climatic conditions, nature and intensity of traffic, etc. With a view to assessing the functional utility and the comparative economy of the soil stabilised roads *vis a vis* these factors, the matter is being examined further by a Committee of the Chief Engineers. The results of the deliberations of this Committee will be brought to the notice of the State Governments and further action taken in the light of their recommendations.

[Ministry of Transport and Communications—Deptt. of Transport (Roads Wing) O. M. No. PL—1(2)/59 dated the 13th March, 1959].

29 The Committee refer to para 38 of their Forty-fifth Report, where the necessity of improving the bullock cart has been stressed. Improve-

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Assistance has been given in the past from the Central Road Fund (Ordinary) Reserve for research and experiments connected with the

ment of the bullock carts—providing rubber tyres to them for example, will have a good effect on the maintenance of village roads as well. The Committee, therefore, suggest that the feasibility of giving research facilities from the Central Road Fund for the improvement of bullock carts should be carefully examined.

improvement of bullock cart: as indicated below:

(1) A grant of Rs. 46,500/- was approved in 1949 for meeting the expenditure on the establishment of the Bullock Cart Sub-Committee of the Indian Roads Congress. This Sub-Committee was set up to conduct experiments for evolving a better type of bullock cart wheel with a view to reducing damage to road surfaces. An expenditure of Rs. 34,250/- was incurred against this grant.

(2) A sum of Rs. 1.10 lakhs was ear-marked for giving assistance to States for popularising the use of the improved type of wider iron-tired wheels recommended by the Bullock Cart Sub-Committee of the Indian Roads Congress. Out of this amount, grants aggregating Rs. 64,325/- only were made to the State Governments who agreed to implement the scheme. Actually only four States ultimately worked the scheme.

In addition, grants aggregating Rs. 1.50 lakhs were sanctioned to the State Governments of Madras, Mysore, Andhra Pradesh, Bihar and Punjab and the Local Administration of Delhi for working a pilot scheme for the conversion of the professional type (Public carrier) bullock carts with iron tyres into pneumatic tyred carts. The object of the pilot scheme was to demonstrate to the actual users the advantages of the use of

pneumatic tyres and also to collect data for determining the relative efficiency and economy of the pneumatic-tyred carts as compared with the ordinary iron tyred carts and to find out whether the increase in efficiency of the pneumatic-tyred carts was commensurate with the extra expenditure involved in the conversion. The pilot scheme was not, however, pursued, as it was subsequently found that sufficient data were already available, from which it was clear that the carrying capacity of a bullock cart increased appreciably with the change over from the iron tyred wooden wheels to pneumatic-tyred wheels with ball-bearings if the cart plied on hard surfaced roads on the level or with gentle gradients. It was also found on investigation that the conversion of iron tyred wheels into pneumatic-tyred wheels had already become popular in and around large cities and towns and in places where good metalled roads existed, such as, sugar mill areas in the Punjab and Uttar Pradesh and that the bullock cart owners were aware of the economic advantages of the conversion.

Further, a limited enquiry was carried out at the Central Road Research Institute recently to find out the comparative performance of pneumatic-

tyred and iron-tyred carts on earth roads both in dry and wet conditions. The tests have proved that pneumatic-tyred carts require more tractive effort than iron tyred carts on muddy roads and that it will, therefore, be advantageous to use pneumatic-tyred carts only in those areas where good metalled roads exist, particularly in urban areas.

The Central Road Research Institute are also carrying out experiments for evolving a suitable rubber bush for the wider iron-tyred bullock cart wheel. The experiments, which have not so far yielded any promising results, are being continued.

It will be seen from the position explained above that the Government of India have already given facilities for research and experiments connected with the improvement of bullock carts. The question of giving further aid from the Central Road Fund (Ordinary) Reserve for such research will be considered as and when need arises.

[*Ministry of Transport & Communications—Deptt. of Transport (Roads Wing) O. M. No. PL—21(1)/59 dated the 29th April, 1959*].

The Committee observe that the cost of administering the Central Road Fund has shot up by 4½ times during the last eight years. The Committee, therefore, recommend that

The decision that a contribution of Rs. 1 lakh should be made from the Central Road Fund (Ordinary) Reserve towards the cost of administering the Fund was taken in November 1946.

all possible steps should be taken to bring this expenditure to the minimum so that the money so made available might be utilised in the actual execution of additional projects.

At its meeting held on 12/2/51, the Standing Committee of Roads approved of an annual grant of Rs. 4.5 lakhs being made from the Central Road Fund (Ordinary) Reserve from 1951-52, towards the cost of Roads Wing at the Centre. The sum of Rs. 4.5 lakhs was considered on the basis that the annual credit to the Central Road Fund then stood at Rs. 3 crores and that Rs. 3 lakhs, at the rate of 1 per cent., would be a correct charge towards the cost of administering the Fund. The remaining Rs. 1.5 lakhs were proposed to be charged for the work of research, intelligence and special enquiries which Branches of the Roads Wing were undertaking namely Standards, Statistical and Bridges Branches.

The recommendation of the Estimates Committee to reduce the contribution was considered carefully but it was felt that the amount of contribution should not be reduced. The annual credit to the Central Road Fund is now Rs. 4 crores. On 1 per cent basis, the cost of administering the Fund should be Rs. 4 lakhs. The activities of Roads Wing for research, dissemination of information and technical advice have also expanded. The present contribution of

Rs. 4.5 lakhs from the Central Road Fund does not, therefore, admit of any reduction. [Ministry of Transport & Communications—Deptt. of Transport (Roads Wing) O.M. No. WILL—112 (32)/58 dated the 3rd March, 1959.]

31 152 The Committee recommend that an early decision should be arrived at on the question of the status of the Central Road Fund in accordance with the requirements of the Constitution.

The whole question of Cess Funds (including the Central Road Fund) is now being reviewed by the Public Accounts Committee of Parliament, who have appointed a Sub-Committee to examine the working of the various Cess Funds constituted by the Government of India. A final decision in regard to the status of the Central Road Fund and the budgetary procedure to be followed will depend on the recommendations of the Public Accounts Committee.

[Ministry of Transport & Communications—Deptt. of Transport (Roads Wing) O.M. No. PL—3(1)/59 dated the 14th March, 1959].

Further information supplied to the Public Accounts Committee is given at Appendix III.

32 161 The Committee agree with the view of the Director of the Central Road Research Institute and recommend that if the field experiments proposed to be carried out on an extensive scale show satisfactory results, the Transport Ministry should take positive steps to encourage construction of stabilised soil roads specially in the rural areas in view of the low construction and maintenance costs involved.

The recommendation has been noted. [Ministry of Transport & Communications—Deptt. of Transport (Roads Wing) O.M. No. PL—17(3)/59 dated the 16th March, 1959].

34 166 The Committee feel that the bullock carts as they are today do a great damage to the road surface and from this point of view the evolution of a flexible wheel axle system will go a long way in removing the defect. The Committee, therefore, recommend that in the initial stages, Government should give suitable subsidies to the village people to purchase the rubber bush for the wheels as and when it is perfected in order to popularise it.

The recommendation has been noted. The experiment so far conducted for evolving a suitable rubber bush for the wheels has not yielded any promising result. The experiment is being continued.

[Ministry of Transport and Communications—Deptt. of Transport (Roads Wing) O.M. No. PL—17(4)/59 dated the 14th March, 1959].

35 167 The Committee feel that experiments and studies on physical means of keeping the accident rate within reasonable limits and regarding road users' behaviour, flow of mixed, fast and slow traffic, etc. with a view ultimately to lay down rules for the design and construction engineers and also for traffic control authorities require to be intensified.

This recommendations was made with reference to experiments being carried out by the Central Road Research Institute, New Delhi. Research on traffic engineering aspects in this Institute has since been intensified. They have appointed an Assistant Director for traffic engineering who has also been made traffic consultant to the Chief Commissioner, Delhi so that he may be able to obtain the co-operation of the Delhi traffic authorities readily in connection with his research work. The road authorities will make use of the results of further studies as and when they are finalised.

[Ministry of Transport & Communications—Deptt. of Transport (Roads Wing) O.M. No. PL--19(2)/59 dated the 28th February, 1959].

The Committee feel that there is a certain type of traffic on some State Highways and a difficult type of traffic on certain other State Highways. What is the particular type of road for a particular type of traffic, what will be best type of road, what will be the capital investment and the maintenance cost for such roads, how can there be a change over to a superior type, what is going to be the effect economically—these and similar questions should also be studied by the Research Institute as the conclusions arrived at will help a great deal in determining the policy that the Government may adopt. The Committee, therefore, recommend that the research work should be further intensified in these directions with a view to providing concrete results for successfully implementing the huge road construction programme which will be undertaken by the various States during the Second Five Year Plan. Concrete proposals emanating from the Institute would be of immense value particularly so, if they are submitted during the early stages of the implementation of the Plan.

The type of road surface required for medium and heavy traffic is generally fairly well-known, but the type of surface required for low intensity of traffic, for which low-cost roads are to be provided, has not been given much attention in advanced countries. This aspect of road construction has been particularly studied in the Road Research Stations in India. A Seminar on low-cost roads was also held in Delhi in January 1958 under the auspices of the E.C.A.F.E. The requirements of low-cost roads were discussed in great detail and the report of the Seminar has been a valuable contribution on this subject. Further, researches on low-cost as well as high class roads, are being continued at the Research stations.

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2. The width, type and thickness of the pavement of a road depend on the nature and the intensity of traffic carried by it. This is also true of other specifications regarding standards of design e.g., gradients, curves, bridges, etc. The Indian Roads Congress exhaustively deals with such matters and lays down specific standards through its numerous technical Committees on which the Central and State Public Works Departments, as well as all research institutions are adequately represented. The recommendations of the Indian Roads Congress are followed both by the Central and State Governments.
3. As far as practicable, stage construction is resorted to in designing roads. Particularly

road pavements are designed in the first instance to cope with the prevailing or estimated intensity of traffic and later strengthened as the needs of traffic grow.

4. All standards recommended by the Indian Roads Congress remain under constant review by its various technical Committees. Modifications are made in the light of further studies and research carried out from time to time. The Committees also assist in guiding research by suggesting problems of practical utility for our immediate and long term needs.

[*Ministry of Transport & Communications—Deptt. of Transport (Roads Wing) O.M. No. PL—30(27) 59 dated the 17th March, 1959*].

37 177 The Committee feel that much headway has not so far been made in the field of road research in the country and the road research laboratories wherever they exist in the States are not adequately equipped and have no funds to do research on a large scale. The Planning Commission while allocating money to the States to be spent on road projects has not separately allotted any sum for setting up of test and control laboratories in the States to

This matter was discussed at the meeting of Chief Engineers held at Shillong in May 1957 when it was agreed that each State should set up a road testing and control laboratory in the first instance and that these laboratories should be developed into full Research Stations in due course. In pursuance of this recommendation, a model scheme for organising State Testing and Control Laboratories for roads and buildings prepared by the Central Road Research Institute, New Delhi,

ensure that the work is carried on with proper specifications and on strictly scientific lines. The Committee, therefore, recommend that the Planning Commission while allocating funds to the States should earmark separate sums for the establishment of testing laboratories in the States. This would encourage setting up of nucleus research centres in the States all over the country to tackle problems peculiar to their regions and would also enable the Central Road Research Institute to play a more positive role in assessing the requirements of different States in the field of road research.

was circulated to all State Chief Engineers in July 1957 and they were requested to take steps to set up a laboratory in each State in consultation with the respective State Governments.

Punjab, Andhra Pradesh, Madras, Uttar Pradesh, and West Bengal have already got research laboratories. The remaining State Governments have been asked to indicate the action taken by them with regard to the setting up of road testing and control laboratory. None of them has so far proposed any specific provision in the Plan for such laboratories.

A lead has been given to the States by sending them a model scheme and the initiative now rests with the State Governments. The Government of India are pursuing the matter with the State Governments and it is hoped that the States will give due consideration to this question and make specific proposals for setting up such laboratories at least during the Third Plan.

The question of setting apart funds for large scale research work and experimental construction and for the equipment and maintenance of road research and testing laboratories is also under active consideration in consultation with the State Governments.

[*Ministry of Transport & Communications Department of Transport (Roads Wing) O.M. No. PL-17(6) 59 dated the 21st March, 1959.*]

39 The Committee also consider it necessary that some constant channel for imparting information to the Community Projects and National Extension Service areas should be established by the Road Research Institute, All research, no matter of what type it is, would be futile if its results cannot be brought home to the common man in the village. In the opinion of the Committee, the best channel of bringing the benefits to the villages emanating from the results of scientific research would be through the Community Projects Administration.

The question of channel for imparting information on road research to the Community Projects and National Extension Service areas was discussed at the Chief Engineers' meeting held at Shillong in May 1957. The Chief Engineers recommended that if Community Projects were to have the real benefit of the results of road research and experiments, the State Public Works Department should be the channel through which the results should be imparted and a suitable technical officer of the Department should be entrusted with the responsibility of advising the Community Projects Administration on the technique of road construction to be adopted on the basis of such results. The recommendation of the Chief Engineers has been brought to the notice of the State Governments for necessary action.

[Ministry of Transport and Communications—Deptt. of Transport (Roads Wing) O.M. No. PL-12(18) 57 dated the 2nd March, 1959].

41 133 The Committee understand that the research work in the Institute has been much hampered in the previous years owing to the shortage of residential accommodation for the staff within reasonable distance from the Institute. They hope that the work of construction of quarters

A suitable plot of land has been acquired near the Central Road Research Institute, New Delhi, for the construction of quarters for the staff and the layout plan has been prepared by the Central Public Works Department. A sum of Rs. 8 lakhs has been provided for expenditure on this

for the staff of the Institute would be expedited. They recommend that in future, whenever a scheme of this nature is drawn out, provision of staff quarters (in the vicinity of the area) should also be incorporated as a part of the scheme.

work during 1959-60 and 1960-61. Necessary estimates for the work are being prepared and the work is expected to be started early next financial year.

The general recommendation of the Estimates Committee that, in future, whenever a scheme of research is drawn up, provision for staff quarters should be included in the scheme, has been brought to the notice of the Ministry of Scientific Research and Cultural Affairs who are primarily concerned with the matter.

[*Ministry of Transport & Communications Deptt. of Transport (Roads Wing) O.M. No. PL-17(2)/59 dated the 10th March, 1959.*]

CHAPTER IV

REPLIES OF THE GOVERNMENT THAT HAVE NOT BEEN FINALLY ACCEPTED BY THE COMMITTEE

S. No. of the Recommendations	Reference to para-graph in the Report	Summary of Recommendations	Reply of Government	Comments of the Committee
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3 The Committee observe that so far as National Highways are concerned, the Second Plan confines itself only to the completion of gaps in the existing system. As regards the number of bridges to be constructed in order to make the highway system complete in all respects, the Plan provision falls short of that even in so far as there will still be left out certain major

According to the programme originally drawn up for the development of National Highways during the Second Plan period, it was expected that all the missing links in the existing system would be constructed by the end of the plan period. It was also expected that out of 116 major bridges remaining to be constructed at the beginning of the Second Plan, sixty bridges would

Please see remarks against S. No. 4.

bridges to be carried over to the Third Plan. The Committee are sorry to note that not a single additional highway is proposed to be added to the existing system of National Highways in the next five years. They are, however, informed that towards the close of the current plan, it might be necessary to examine the question of expansion of the National Highway system and if it is decided to make any additions to the system the required funds may be provided in the Third Plan.

be completed and work would be in different stages of progress on most of the remaining bridges. The National Highway programme has, however, received a set-back owing to the reduction in the plan provision from the original amount of Rs. 55 crores to Rs. 45 crores, as a result of the appraisal of the financial resources for the execution of the Second Plan, and the extreme shortage of foreign exchange and the consequent difficulty in getting steel and other essential materials and equipment for bridge construction. In spite of these difficulties, it is hoped to complete the construction of 700 miles of missing links and 40 major bridges and the improvement of 3,500 miles of existing sections of National Highways by the end of the Second Plan.

[Ministry of Transport and Communications—Dept. of Transport (Roads Wing) O.M. No. PL--5(3)/59 dated the 13th March, 1959].

4 20 The Committee do not consider this assurance as a very satisfactory one. In fact the Ministry have themselves admitted that there have been persistent demands, from States for additions to the existing system. During the discussion on the National Highways Bill in the Houses of Parliament, this question was raised by many of the members. With the re-organisation of States and the establishment of new industries and steel plants, it has assumed added importance. The Committee are, therefore, of the view that the Ministry should, right from now, give attention to this problem and find out in consultation with the other Ministries and the State Governments, the areas where development is bound to be very rapid during the plan period and decide what additional roads, should be included in the list of National Highways.

A broad indication of the present condition of the existing National Highway system and the stage of development expected to be attained by the end of the Second Plan period is given below :—

	Position at the end of 1958	Expected position at the end of 1960-61
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Length of the National Highways with one-lane asphalted or cement concrete carriageway .	10,480 miles	12,000 miles
Length with two-lane asphalted or cement concrete carriageway	1,100 miles	1,300 miles
Length with water bound mac-		

It is stated that the question of a limited expansion of the National Highway system by about 1200 miles is under active consideration. It is not clear whether the expansion is proposed to be undertaken during the Second Five Year Plan or later. The Committee suggest that in all such cases the Ministry might furnish complete information so as to give no room for doubt.]

dam and other low type surface to be improved	1,800 miles	400 miles
Length of missing links remaining to be constructed	520 miles	200 miles
Number of Major Bridges remaining to be constructed	93 Nos.	76 Nos.

(Work on most of these bridges will be in various stages of progress at the end of the Second Plan).

It may be mentioned that the question of undertaking any large additional liability for new National Highways within the reduced provision of Rs. 45 crores hardly arises as this amount is not adequate even for completing the gaps in the existing system of National Highways.

The Government of India, are however, conscious of the need

for making certain additions to the existing system of National Highways to meet the immediate requirements arising from the re-organisation of States and certain other factors and they are actively considering the question of a limited expansion of the system by about 1200 miles. This will raise the total length of National Highways to nearly 15,000 miles. With this object in view, the Dhanbad-Jamshedpur road has been included in the National Highway system and the selection of other roads to be added to the system is under consideration in consultation with the Planning Commission. Despite the reduction in the plan provision for National Highways, a sum of Rs. 2 crores has been allocated for meeting the immediate expenditure on this limited expansion programme, out of the additional funds amounting to Rs. 9.58 crores made available for road

development from the surplus in the cement account of the State Trading Corporation and the expected proceeds of the enhanced excise duty on cement levied in 1958-59.

Further, the Chief Engineers concerned with roads have recently made an assessment of the need for expansion of the National Highway system during the 20 year period from 1961 to 1981 and have suggested for consideration a number of new National Highways in their Report on the future pattern of road development in India. The Report of the Chief Engineers is being examined by the Government of India in consultation with the State Governments. The question of making further additions to the National Highway system is also included in this consideration specially in connection with formulation of proposals for the Third Five Year Plan. The additions to the National Highway system will, however, depend ultimately on the quantum of funds set apart for

development of National Highway system.

[*Ministry of Transport and Communications—Deptt. of Transport (Roads Wing) O. M. No. PL—5(3)/59 dated the 13th March, 1959*].

5 34 The Committee note with regret that the progress in the ex-Part 'C' and 'D' States and other areas has not been very encouraging both in terms of financial and physical achievements. It has been particularly slow in Andaman & Nicobar islands, Sikkim and North East Frontier Agency. The Committee hope that more attention will be given to these areas during the Second Plan.

After the reorganisation of States, Please see para 1 of Chapter I.

Department of Transport are concerned with the development of roads in the Union Territories, North East Frontier Agency, Naga Hills Tucsang Area and those in charge of the C.P.W.D. in Sikkim. In the First Five-Year Plan, an expenditure of Rs. 490 lakhs was incurred on the development of roads in the above areas. In the Second Plan period, the total expenditure ceiling for all the above areas has been fixed at Rs. 1431·93 lakhs. Upto 31st March, 1958, an expenditure of about Rs. 490·93 lakhs was incurred and an expenditure of

about Rs. 347 lakhs is expected during 1958-59. For 1959-60, a provision of Rs. 320 lakhs is being made. Thus by 1959-60, a total expenditure of Rs. 1158 lakhs is expected to be incurred. The progress of road construction in these areas is according to the schedule.

2. As regards the three specific areas mentioned by the Estimates Committee, the position is indicated below.

Andaman and Nicobar Islands

During the First Plan, an expenditure of Rs. 27.57 lakhs was incurred. For the Second Plan, an expenditure ceiling of Rs. 85 lakhs has been fixed. Upto 1958-59, an expenditure of about Rs. 28 lakhs will be incurred. For 1959-60 a provision of Rs. 22 lakhs has been made. In the first Plan period and upto 1957 in the Second Plan period, work was mainly confined to roads in and around Port Blair. In 1958, work on four colonisation and settlement roads has

been taken up. Against the target of 58 miles of new roads, work on 38 miles has already been taken up out of which 13 miles will be completed by the end of 1958-59.

North East Frontier Agency

During the First Plan, an expenditure of Rs. 71.58 lakhs was incurred. For the Second Plan, an expenditure ceiling of Rs. 154 lakhs has been fixed (excluding Tuensang Frontier Division). Upto 1958-59, an expenditure of Rs. 76.38 lakhs is expected to be incurred and a provision of Rs. 30 lakhs has been proposed for 1959-60.

Sikkim

The progress of road construction work in Sikkim during the current Plan has been fully explained in the statement furnished to the Estimates Committee with

reference to para 41 of their 59th Report.

3. It will be seen from the above that adequate attention is being given to the development of roads in Union Territories and other areas during the current Plan. Having regard to the available funds and the capacity of the engineering organisations of these regions, the planned targets are satisfactory.

[*Ministry of Transport and Communications — Dep't. of Transport (Roads Wing) O.M. No. WIV—1(6)/57 dated 2nd March, 1959*].

6 38 The Committee regret to observe that lack of an overall survey of the Andaman and Nicobar Islands, has been responsible for slow progress of road construction work there. They feel that a detailed and over-all geographical survey of the islands is a pre-requisite and therefore recommend that the Government should carry out this job very expeditiously

The survey of India have already undertaken the survey of the Andaman & Nicobar Islands and the work is in progress.

2. As regards progress of road developments in the Islands, during the entire first Plan, an expenditure of about Rs. 27.57 lakhs was incurred. During the current Plan against the expenditure ceiling of Rs. 85 lakhs, an

The Committee urge that the survey undertaken by the Survey of India might be expedited so that the development of roads in the islands might progress quickly.

before any major plans of colonisation and settlement can be given practical shape. The Committee hope that once this is done the islands will be well served with good roads and will attract settlers.

expenditure of Rs. 28 lakhs is expected to be incurred upto 1958-59 and for 1959-60, a provision of Rs. 22 lakhs has been proposed. In addition to continuance of work on roads in and around Port Blair, work has started on some of the important colonisation roads also.

[*Ministry of Transport and Communications—Deptt. of Transport (Roads Wing) O. M. No. WIV—1(5)/57 dated the 4th March, 1959*].

The Committee were informed that the Government of India have set up an inter-departmental committee at Joint Secretary's level to review from time to time the progress of execution of road construction works in the Indo-Tibetan boarder areas. The

The progress of construction and development of roads other than National Highways in Indo-Tibetan border area so far as Sikkim is concerned was slow during the First Plan due to certain inherent difficulties already explained to the Estimates

The reply of Government does not state whether there is adequate arrangement for the follow up of measures taken to develop roads. An arrangement might be established to ensure that the measures taken and the

Committee hope that a proper follow-up of all the measures detailed earlier would accelerate the tempo of work in these areas, which were neglected in the past.

Committee. During the Second Plan the following roads are being developed in Sikkim :

- (1) Gangtok-Nathula Road.
- (2) North-Sikkim Road.
- (3) Gangtok-Ranikhola-Pakyong-Pachikola Road.

In addition, survey work will be done for the construction of Rorathang-Rangli & Rorathang-Rhenock-Rishi roads. The position in respect of each road is indicated below.

Gangtok-Nathula Road (34 miles)

The road was constructed to jeepable standard and was opened by the Prime Minister in September, 1958. The protective works, namely, parapets, side-drains etc., will be completed shortly.

North-Sikkim Road (100 miles)

The survey work for the whole road is in progress. The target during the Second Plan is to construct the road upto Mangan (about 50 miles). Estimates relating to the first 20 miles of the road have been sanctioned

expenditure incurred bear the desired result.

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and work has been taken up in some stretches. A division of the Central Public Works Department is in charge of the construction of this road and it is considered that the target will be achieved.

Gangtok-Ranikhola-Pakyong-Pachikhola Road (25 miles)

Work on the road portion upto mile 10½ from Gangtok has been completed. Survey for the rest of the road is progressing. The target for the current plain is to construct the road to motorable standard upto Pakyong (mile 12). This target is likely to be achieved.

Rorathang-Rishi and Porathang-Rangli Roads

Only survey of the above roads is included in the current Plan. Construction work will be taken up only in the Third Plan. The

survey work will be taken up in 1960-61.

2. Against the total ceiling of Rs. 190 lakhs, an expenditure of about Rs. 80 lakhs would be incurred upto 1958-59. This shows great improvement as compared with the total expenditure of Rs.6 lakhs only incurred in the First Plan Period.

[*Ministry of Transport and Communications—Deptt. of Transport (Roads Wing) O.M. No. WIV 1(4)/58 dated the 19th February, 1959*].

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The Committee recommend that certain broad rules may be framed to govern cases of construction of over or under bridges in place of existing road-rail level crossings in consultation with the Railway Ministry so that a uniform procedure may be evolved for the future. The details can be left to be worked out by the Authority on the spot according to the exigencies of each case. This would enable a speedy settlement of the preliminaries.

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This recommendation was made with reference to the under/over bridge schemes on State roads for which the Department of Transport (Roads Wing) had approved loan assistance during the first plan period. The position has since changed slightly. It has been decided by the Government of India that all such schemes, being essentially State schemes, should form part of State Plans and that, after obtaining the approval of the Planning Commission, the road

The Committee would suggest that while framing the broad rules for general application which is stated in para 3 of the Government's replies to be under consideration, the responsibility for maintenance of the roads at the level crossing not covered by under/over bridges might also be fixed.

authority's share of cost might be met from the loans which the Ministry of Finance (Department of Economic Affairs) might grant to the State miscellaneous development schemes under the State Plans. In the circumstances, the Department of Transport is not now directly concerned with under/over bridge schemes pertaining to State roads.

As regards level crossings on National Highways and other roads in Union Territories, the provision for their replacement by under/over bridges, where necessary, is made in the road development plans drawn up by the Department of Transport (Roads Wing). On National Highways six under/over bridges have been completed so far and twelve are in progress.

As for Union Territories, the problem relates mainly to Delhi. Here two over-bridges have already been completed and four are in progress.

Wherever the requirement of an over-bridge at the site of an existing level crossing is justified by the increase in rail and road traffic, the existing rules stipulate that the cost of the overbridge should be shared as below:—

- (1) The Railway Authority should build the bridge proper; and
- (2) The Road Authority should build the road approaches to the bridge.

For new sites, the entire cost is to be borne by the party which needs to cross the existing line of communication. The question of framing any further broad rules for general application is under consideration in consultation with the Ministry of Railways.

It may be added in this connection that the real difficulty responsible

for delaying the execution of these schemes on State roads lies in finding funds for meeting the road authorities' share of the cost. In the absence of any specific provision in the current plan for loans to States, Local Bodies for meeting their share of cost of such schemes, it has not been possible for the authorities concerned to earmark adequate funds for the purpose so far. It, therefore, appears necessary to make a specific and adequate provision for loan assistance to States/Local Bodies for meeting the road authorities' share of cost of such schemes during the third plan period. This aspect will be kept in view while making recommendations for the third Plan.

[*Ministry of Transport & Communications Deptt. of Transport (Roads Wing) O. M. No. PL-2(1)/59 dated the 13th March, 1959*].

14 During their examination of the estimates of the Community

The question of the development of rural roads *vis-a-vis* the Nagpur

The Committee suggest that the preparation of

Projects Administration, the Committee were glad to learn that the response of villagers in making voluntary contribution of labour was splendid. The Committee, therefore, suggest that the Public Works Departments of the States and the local authorities in charge of the C.D. and N.E.S. Blocks should co-ordinate properly and launch a systematic programme of the construction of village roads by utilising voluntary labour. The funds earmarked in the blocks for rural communications and the rural road fund. The programme should be so chalked out as to ensure that the basic target fixed by the Nagpur Plan viz. that every village in a well developed agricultural area should be brought within 5 miles from a main road and in a non-agricultural area within 20 miles from a main road) is achieved by the end of the Second Plan.

Plan targets was discussed at the sixth Development Commissioners' conference on Community Development held at Mussoorie in 1957 who considered that, with the progress achieved on the construction of new surfaced roads and low type roads during the first Five Year Plan period, and with the programme of investment during the second Plan period, the Nagpur Plan targets would be achieved by 1960-61. Subsequently the whole question of the development of rural roads to ensure proper co-ordination between the different agencies engaged in the construction of these roads under the various self-help schemes and that of encouraging and enlisting public participation by way of *shramdan bhoomidan, sampatidan*, etc. was reviewed at the annual Conference on Community Development held at Madhav in May 1958. The Conference stressed, *inter alia* the need for public contribution in cash, kind and labour for the construction of rural roads and for the preparation of district maps of roads. The recommen-

district road maps, as envisaged, should be expedited and the Nagpur Plan Targets for the development of rural roads should be strictly adhered to.

dations have been communicated to all the State Governments for implementation. The States who have sent replies so far have generally accepted them. The district maps which are proposed to be prepared after taking into account the future road development of the country are intended to help the block/project officers in aligning the village roads properly so that they may fit into the road system of the States and of the country as a whole. The question of giving Central grants for the preparation of the proposed maps is under the active consideration of the Government of India. These maps will help in securing co-ordination and integration in the construction of rural roads under the various agencies.

Recently, the Chief Engineers have submitted to the Government of India a report on the pattern of road development proposed for the 20-Year period from 1961-81. That Report envisages, *inter alia*,

the construction of about 4 lakhs miles of rural roads at a total estimated cost of about Rs. 1300 crores. The Report is being examined by the Government of India in consultation with the State Governments. Based on this Report, the Central Government have under consideration a scheme for the construction of 60,000 miles of rural roads during the third plan period, the cost being met by the Central Government, State Governments and the public. The scheme envisages that the Centre should meet the initial cost as well as the running expenses of the entire major equipment such as road rollers, motor graders, tractors, etc., required for the consolidation and levelling work and one-third of the cost of construction of cross-drainage works and the public should provide land and the necessary labour by way of Bhoomidin and Shramdan, the remaining cost being met by the State Governments.

[Ministry of Transport & Communications—Deptt of Transport (Roads Wing) O.M. No. PL-II(12) 59 dated the 4th March, 1959].

16

94

The Committee also feel that the allocation of Rs. 60 lakhs for the village road co-operative fund is too small and recommend that the allocation should be suitably increased and that the panchayats of the villages should be encouraged and brought fully into the picture to take full advantage of the scheme. The feasibility of entrusting the construction of village roads under this scheme to the Gram Panchayats, suitable technical supervision being provided by the State Public Works Department might be examined. This would quicken the progress and encourage people to participate more actively in the programme. The services of the Block Development Officers may also be utilised for the purpose for villages covered by C.D. or N.E.S. Blocks. In their publication, 'Second Five Year Plan', the Planning Commission have stated that the target for develop-

The sum of Rs. 60 lakhs earmarked from the Central Road Fund (Ordinary) Reserve in 1953-54 for grants to States has now been used up. A further sum of Rs. 60 lakhs has been set apart for utilisation during 1958-59 and the next two years of the current plan at the rate of Rs. 20 lakhs per year. This sum is available for allotment to all States/Administrations as hitherto. The terms of the scheme have also been liberalised as indicated below:—

(1) The amount of grant from the Central Road Fund (Ordinary) Reserve has been raised from one-third to one-half of the cost of each work. The remaining half is to be shared equally by the State Government/Administration and by local contribution.

(2) Grants will be made on merits for suitable works and separate lump amounts have not been

ment of village roads cannot be easily set in advance. The Committee do not agree with this view. They are of the opinion that in the absence of a clearly set target, the subject might not receive the full attention it deserves. The Committee, therefore, suggest that 'State-wise' targets of constructing village roads should be set up and incorporated in the Second Plan.

earmarked for any State/
Administration.

The State Governments/Administrations were invited to submit proposals for financial assistance in June 1958. Proposals have been received from Andhra Pradesh, Assam, and West Bengal.

The State Governments were requested in January 1957 to make every effort to accelerate the progress of village road construction under the scheme by enlisting the co-operation of Village Panchayats as provided in the Model Scheme, which also envisages that the State Public Works Department should provide the necessary technical advice and supervision.

The aim of the scheme is to foster the spirit of self-help in the villagers in regard to both the construction and maintenance of village Roads. As the Community Projects and N.E.S. programmes provide for the construction of roads required in the areas covered

by C.D. and N.E.S. Blocks through the co-operation of villagers, it is better to apply the small sums derived from the Central Road Fund for the co-operative development of village roads, to areas not covered by the C.D. & N.E.S. programmes.

Targets for the development of village roads under the Second Plan could not be set in advance, because the construction of rural roads in States is undertaken by nearly half a dozen different agencies, *viz.*, State Public Works Department/Highway Department, C.D. Administration/Planning Department, Irrigation and Forest Departments, District Boards, Panchayats, etc. The Planning Commission and the Department of Transport (Roads Wing) have been concerned about the fact that the programmes of these agencies are not properly integrated and suitable standards are not always observed in the construction of rural roads.

This matter was considered in detail some time back and it was decided that, as the first step, it was necessary to have an assessment made of the existing mileages of roads in rural areas and of the arrangements required for proper maintenance of these roads and for suitable integration of the future programmes for the development of rural roads.

An *ad hoc* enquiry was accordingly instituted in two States, namely, Uttar Pradesh and Madras. The results of this enquiry were discussed at the meeting of Chief Engineers held at Hyderabad in January 1959. The main conclusions of the enquiry relating to the adoption of proper standards, arrangements for effective maintenance, and integration of the programmes undertaken by different agencies have already been communicated to State Governments for their consideration and necessary action.

The general question of development of rural roads was also discussed at the Annual Conference

on Community Development held at Mount Abu in May 1958. In order to bring about effective integration of rural road development undertaken by the different agencies in States, a proposal for the preparation of district road maps showing the existing and the future pattern of road system has been worked out by the Roads Wing and is under active consideration in consultation with State Governments. The District maps will be given to all the authorities concerned so as to enable them to align village roads along the routes followed by the roads included in the overall District Plans.

Further, the Chief Engineers concerned with roads have drawn up a long-term road development programme which suggests *inter alia* targets for rural roads over a period of 20 years from the commencement of the Third Plan. This is at present under consideration of the Government of India

in consultation with State Governments.

Having taken these steps, it is hoped that it will be possible to have definite targets set for rural road construction in future plans.

[*Ministry of Transport & Communications—Deptt. of Transport (Roads Wing) O. M. No PL-11(3) 159 dated the 15th April, 1959*].

S. Nos. 17 + 18

17 The Committee recommend that the question of simplifying the financial and other procedures should be thrashed out in a conference of Chief Engineers' and necessary action taken to rectify the existing defects so that the States do not find any difficulty in carrying out the allotted work in time. In the existing circumstances, when there is a great need for the construction of roads in the country, any failure to utilise the funds earmarked and to achieve the physical targets laid down should normally be regarded as a reflection on the efficiency of the Chief Engineer concerned.

Both these recommendations were discussed at the Chief Engineers' meeting held at Shillong on the 16th May 1957 when a Sub-Committee was appointed to examine the difficulties in the way of speedy execution of road works and the question of fixing suitable yardsticks for all posts in the State Public Works Departments entrusted with the execution of road development schemes. The Sub-Committee submitted its reports (one dealing with the difficulties in the speedy execution of road works and the other recommending yardsticks for different types of work loads) to the Department of Transport in February 1958. These reports were circulated to the State Chief Engineers concerned with roads for

2 The recommendation of the Committee for eradicating the defects in the existing financial procedure which was the main reason for the slow progress of construction of roads and evolving a simplified procedure for sanction of funds and staff, was made in March 1957. But no definite progress seems to have been made in this regard even after a lapse of two years. The Committee, therefore, recommend that the simplification of the financial procedure should be expedited.

18 The Committee regret to note that the Sub-Committee appointed by the Chief Engineers' Conference held at Srinagar in June, 1955, to examine the question of getting timely financial sanction for the staff, tools, and plants etc required for road construction, work has not so far submitted its recommendations. They wish that this work had been completed before the commencement of the Second Plan. They strongly recommend that the question of simplified procedure for sanction of funds and staff should be settled expeditiously so that the targets laid down during the Second Plan are achieved without any hitch.

their comments. As the replies of the Chief Engineers disclosed a difference of opinion among them with regard to the recommendations of the Sub-Committee, the matter was again brought up for discussion at the last Chief Engineers' meeting held at Hyderabad in January 1959 with a view to resolving the differences and formulating definite recommendations. It was agreed that the Department of Transport should frame suitable recommendations for circulation to the Chief Engineers after collecting some more information. The Chief Engineers are being asked to expedite the supply of the requisite information so that suitable recommendations may be framed and circulated.

[Ministry of Transport & Communications—Department of Transport (Roads Wing) O. M. No. PL-12(5) 158 dated the 23rd February, 1959].

110 The Committee are of the opinion that the process of mechanisation will have to be gradual and will have to be introduced on a limited scale. The Committee suggest that a stretch of 100 miles of road-entirely new construction—might be earmarked for mechanised process. The results achieved should be carefully analysed and if the results indicate that there is a net gain, and that the employment potential is not materially affected (due to the increased rate of activity) then and then only the process of mechanisation should be further extended.

The question of adoption of mechanised methods of road construction was discussed at the meeting of Chief Engineers held at Shillong in May 1957 and it was agreed that each State would consider the employment of mechanised equipment for the construction of suitable lengths of new roads in the State and assess the results of such experimental works in the manner suggested by the Estimates Committee. The recommendation of the Chief Engineers has been communicated to the State Governments for necessary action. Further action in the matter will be taken on receipt of the results of such experimental works from the States. In view of the paucity of foreign exchange, the experimentation may be delayed in several States.

[Ministry of Transport and Communications Department of Transport (Roads Wing) O. M. No. PL-12(19)/57 dated the 2nd March, 1959.]

118 One of the view points strongly put forward before the Committee was that the Government

The Committee regret that even the experimental measures for adopting mechanised methods of roads construction have been delayed and suggest that early action may be taken in the matter.

The question of constituting separate Highway Departments in States was discussed at the Chief Engineers' meeting. The Committee suggested that a special officer might be appointed

Departments responsible for road construction in most of the States were inadequate to cope with large programme of road construction. It was argued that, since the duties of the Engineer in-charge of road work also included work of other nature such as buildings, irrigation works, etc., considerations for roads had engaged much less attention than was desirable. It was further argued that the achievements of States like Madras where there was a separate Highway Department were much better than in other States. The Committee are not in a position to pronounce a categorical opinion on the subject. They are however of the opinion that this question needs a very careful examination. They, therefore, suggest that the Ministry of Transport should depute an officer on special duty in consultation with the State Governments to make a comparative study of the patterns

engineers' meeting held at Shillong in May, 1957. The Chief Engineers recommended that the States in which the quantum of road work was not enough to warrant a separate Highway Department might have one Department to look after the roads and buildings but Irrigation, Public Health and Engineering Works, should not be included in that Department. The recommendation of the Chief Engineers has been communicated to the State Governments for necessary action.

The matter was again discussed at the Chief Engineers' meeting held at New Delhi in January 1958 when it was agreed that the State Chief Engineers should continue to make efforts to persuade their Governments to establish separate Highway Departments for dealing exclusively with roads where it was justified. This recommendation has also been brought to the notice of the State Governments.

to make a comparative study of the patterns of administration in different States so that on that basis the desirability of recommending the adoption of the system prevalent in Madras by other States might be considered. Since the question has already been considered at the Chief Engineers Conference and their recommendation in this respect has been forwarded to the State Governments, the Committee are not sure whether there is any need for appointment of a special officer at this stage. As, however, the Government have stated that the matter will be examined further on receipt of replies from the State Governments,

of administration in different States in so far as the Engineering Department is concerned. If such a comparative study definitely reveals that the system prevalent in Madras is conducive to better results, other State Governments may be persuaded to adopt that system with such modifications as are considered necessary to suit local conditions.

The State Governments have been requested to indicate the action taken or proposed to be taken by them on the recommendation of the Chief Engineers referred to above. The subject will be examined further in the light of the State Government's replies. The suggestion of appointing an Officer on Special Duty to go into details would be also considered on receipt of replies from State Governments.

[*Ministry of Transport & Communications—Department of Transport (Roads Wing) O. M. No. PL-15 (1)/59 dated the 18th March, 1959.*]

From the figures supplied to them the Committee observe that the unspent balance in the accounts of different States in the Central Road Fund as on 31st March 1956 is very heavy. The Committee consider it very unfortunate that on the one hand, when there is pressing need for the construction and improvement of roads to meet the transport requirements of the country, the Central Road Fund is not being utilised expeditiously for the rapid development of roads.

the Committee would suggest that this proposal might be considered in the light of the foregoing remarks.

The implementation of the Development Programme might be quickened so that the accumulated balances might be utilised quickly and the C.R.F. made more effective.

In pursuance of the recommendation made by the Estimates Committee the question of proper utilisation of balance accumulated in the accounts of the different States from the Central Road Fund was brought up for discussion in the State Chief Engineers' meeting held at Shillong on the 16th May 1957. In the meeting the Consulting Engineer (Road Development) impressed on the Chief Engineers the need of stepping up progress of approved Central Road Fund Allocation works and submitting new pro-

This indicates lack of proper coordination between the Centre and the States. The Committee suggest that the Ministry of Transport should hold an urgent meeting with the representatives of the States to devise ways and means of proper and prompt utilisation of balance accumulated in the accounts of different States from the Central Road Fund.

gramme, if necessary, and thereby reduce unspent balance in their accounts.

2. After discussion the Chief Engineers recommended that the Centre should be requested to approve programmes of road development on the basis of the revenue creditable to the States Road Fund Allocations or the Ordinary Reserve in the fund for a period of three years beyond the year in which the programmes were submitted for consideration.

3. In accordance with the recommendation made by the State Chief Engineers, the Government of India agreed in July 1958, to approve road development programmes in States / Administrations on the basis of revenue creditable to the Central Road Fund for a period of three years beyond the year in which the programmes are considered and approved.

4. Road development programmes to be financed from the allocations

to States from the Central Road Fund during the Second Five Year Plan have been finalised in most cases and it is expected that the unspent balances in the accounts of the States will register a fall in the next few years.

[*Ministry of Transport & Communications—Department of Transport (Roads Wing) O.M. No. WIII-112 (49)* dated the 4th March, 1957].

33 164 The Committee hope that field trials on methods of stabilisation of desert sands will commence without undue delay and that the hitherto neglected areas in Rajasthan etc., would be able to get the benefit of such roads in the early future.

Experiments on method of stabilisation of desert sands for road construction have been carried out on a test track within the premises of the Central Road Research Institute, New Delhi, and the results are under examination. If the results of these model experiments warrant, field trials in Rajasthan will be carried out.

[*Ministry of Transport & Communications—Department of Transport (Roads Wing) O.M.No. PL-17(5)* dated the 16th March, 1959].

40 181 The Committee feel that unless some sort of specific provision of funds was made in the way suggested by the Director of the

The suggestion of the Panel of scientists referred to in para. 180 of the Report was communicated to the State Governments for their views.

It is stated that most of the States have either not accepted the suggestion or accepted it with certain

Road Research Institute, the results of research will not be of much benefit. There is no point in doing research unless funds are provided to bring it up for experimentation. The Committee, therefore, recommend that the Planning Commission should persuade the States to agree to the proposal referred to in para 180 and see it through.

Only a couple of States have agreed with the suggestion as a matter of principle. Most of the States have either not accepted the proposal or accepted it with certain conditions, while replies are still awaited from some States. The views of the State Governments are being examined in consultation with the Planning Commission to decide what further action should be taken by the Government of India.

[*Ministry of Transport & Communications—Department of Transport (Roads Wing) O.M. No. PL-18 (33)/57 dated the 14th March, 1959.*]

conditions. The Committee would have liked to know the reasons for non-acceptance or the conditions on which the acceptance has been communicated.

Further it might be necessary that funds for field tests should be provided not only by the State Governments but by the Central Government. The Committee would have liked to know whether Central Government had provided adequate funds for such tests especially for tests to be conducted by the Road Research Institute.

NEW DELHI

The 25th October, 1959
Karnik 3, 1881 (Saku)

H. C. DASAPPA,

Chairman,
Estimates Committee

APPENDIX I

(Vide S. No. 27 in Chapter II)

ROAD AND INLAND WATER TRANSPORT COMMITTEE

New Delhi, Asvina 11, 1880.

October, 3, 1958.

In order to ensure proper and planned development and to secure the maximum co-ordination between the various modes of transport, the Government of India have decided to set up a Road and Inland Water Transport Advisory Committee. The main functions of this Committee will be to examine problems relating to roads, road transport and inland water transport and to make recommendations to the Transport Development Council for final decisions.

Shri Raj Bahadur, Minister of State in the Ministry of Transport and Communications will be the Chairman of the Committee, which will consist of 15 official and 15 non-official members. While the official members will represent the different Ministries of the Central Government connected with transport and six Transport Commissioners/Controllers from the States selected on rotation, three of them being changed every year, the non-official members are being drawn from interests directly connected with the development of roads and road transport or inland waterways and are being nominated on the Committee in their personal capacity. The names of the official and non-official members are as follows :—

Official Members :

Secretary, Department of Transport, Ministry of Transport and Communications; Chairman, Railway Board; Secretary, Ministry of Commerce and Industry; Adviser (Planning), Planning Commission; Chairman, Inter-State Transport Commission; Financial Adviser, Ministry of Transport and Communications; Development Adviser, Department of Transport, Ministry of Transport and Communications; Consulting Engineer (Road Development), Department of Transport, Ministry of Transport and Communications; Deputy Secretary (incharge of Road Transport Division), Department of Transport Ministry of Transport and Communications; and Transport Commissioners Controllers of the States of Bombay, Uttar Pradesh, Madras, West Bengal, Bihar and Kerala.

The non-official members of the Committee are :

Shri B. V. Vagh, Vice-Chairman, Indian Roads and Transport Development Association; Shri K. G. Dayal, Vice-Chairman, Federation of Automobile Association of India; Shri Kundan Lal, Secretary General All-India Motor Union Congress; Shri L.P. Misra, Hindustan Motors Ltd.; Mr. Mr. A. E. L. Collins, Managing Director, M/s. Ashok Leyland Ltd.; Shri T. S. Krishna, Messrs T. V. Sundaram Iyengar and Sons Private Ltd.; Shri R. G. Saraiya, Chairman, Bombay State Road Transport Corporation, Bombay; Shri Osman Ali Khan, M.P.; Sardar Udham Singh Nagoke, M.P.;

Shri D. P. Sharma, Ayurvedacharya, Patna; Shri T. Subramanyam, M.P.; Shri Liladhar Kotoki, M.P; Shri K. C. Chatterjee, Managing Director, Indian Shipping Co. Ltd., Calcutta; Mr. J. M. Parsons, Director, Macneill and Berry Ltd., Calcutta; and Shri B. K. Gokhale, Chairman, Tungabhadra Board.

An officer of the Department of Transport will act as Secretary of the Committee.

It is proposed to hold the first meeting of the Committee on November 14 and 15, 1958, at Delhi.

APPENDIX II

(Vide S. No. 9 in Chapter III)

GOVERNMENT OF INDIA

MINISTRY OF TRANSPORT : ROADS WING

Telegrams
"ROADIND"
No. PL-12(3)/57

Jamnagar House,
Shahjehan Road.
New Delhi-2, the 18th January, 1957.

From

Shri K. Ranganathan,
Deputy Secretary to the Government of India.

To

The Secretary to the Government of

- (1) Andhra Pradesh, Public Works Department, Hyderabad.
- (2) Bombay, Public Works Department, Sachivalaya, Bombay.
- (3) Kerala, Public Works Department, Trivandrum.
- (4) Madras, Public Works Department, Fort St., George, Madras
- (5) Mysore, Public Works Department, Bangalore.
- (6) Orissa, Works Department, Bhubaneswar.
- (7) West Bengal, Development (Roads) Department, Calcutta.

Subject: Linking of all ports with the nearest main road.

Sir,

I am directed to say that the Estimates Committee of Parliament have suggested that all the major and minor ports in this country should be linked up with the nearest main road so as to facilitate movement of goods from and to the ports by road. While all the major ports in the country are directly connected to, or served by, national highways, there may be a number of other ports which are not so connected or served by national highways or other main State roads.

2. It will be appreciated that for the full utilisation of the present and potential capacity of the large number of ports, other than major ports, it is essential that they should be connected with the nearest main road by good link roads wherever these ports are not situated on, or are not connected to, main roads. It is also important that the roads serving these ports should be capable of catering to the present traffic emanating from, and moving to, the ports with provision for the anticipated increase in the traffic arising from the future development of the ports.

3. I am, therefore, to request that the State Government may kindly review the existing position and take suitable steps for providing new road

connections to link all ports other than major ports in the State with the nearest main road and for improving the existing link roads, wherever necessary, as part of the State Plan within the expenditure ceiling approved by the Planning Commission in the second plan. If provision does not already exist in the State Plan for carrying out such works and if their inclusion in the State Plan necessitates any revision of the Plan, the prior approval of the Planning Commission may be obtained to such changes.

4. The Government of India will be glad to have a list of all ports other than major ports in the State, together with their location and the following information.

- (1) whether the port is situated on a main road or is connected to the nearest main road.
- (2) the nature and condition of the existing road and the steps taken or proposed for improving it, if necessary; and
- (3) the steps taken or proposed for connecting the ports to the nearest main road, wherever they are not already so connected.

These particulars may kindly be supplied as quickly as possible.

Yours faithfully,
Sd/-K. Ranganathan,
Deputy Secretary to the Govt. of India

Copy forwarded to the Planning Commission (Transport Section).

Sd/- Section Officer,
for Deputy Secretary to the Govt. of India.

APPENDIX III

(Vide S. No. 31 in Chapter III)

MINISTRY OF TRANSPORT & COMMUNICATIONS DEPARTMENT OF TRANSPORT (ROAD WING)

CENTRAL ROAD FUND—Information required by the Public Accounts Committee.

- (i) Whether the entire expenditure incurred from the Central Road Fund is covered by a Vote of Parliament.
- (ii) If not, the particulars of the expenditure not so covered and the authority charged with the responsibility for incurring such expenditure without a vote of Parliament.

5. Meanwhile the Public Accounts Committee had in para 15 of their Fifteenth Report discussed the constitutional propriety of levying a specific cess and transferring it to a fund for being utilised for earmarked purposes. The views of the Government of India were, after consultation with the Comptroller and Auditor General, communicated to the Public Accounts Committee in the Finance Ministry's No. F. 5 (34)-BII 55, dated the 31st March 1958. It has been held that for so long as all taxes or cesses levied by any law are initially brought to account within the Consolidated Fund as revenue and all payments of equivalent sums to any fund or body are made by appropriation from the Consolidated Fund and all expenditure out of *ad hoc* funds under the control of the executive are ~~initially~~ ^{initially} treated as expenditure from the Consolidated Fund and remain subject to the ordinary process of voting and appropriation by Parliament, the expenditure being reimbursed from the Fund to the Consolidated Fund, the procedure conforms to the essential requirements of full Parliamentary control and no Constitutional impropriety is involved. Accordingly, in order to rectify the lacuna in the present budgetary procedure in respect of the Central Road Fund referred to in the concluding portion of para 4 above, it is proposed to get the grants *made to the States* from the Central Road Fund voted and included in the Appropriation Bill like any other expenditure from the Consolidated Fund of India. An equivalent amount will be shown below the Demands for Grants as recoveries from the Central Road Fund. The revised procedure will be introduced with effect from the Budget Estimates for 1960-61.

[Ministry of Transport & Communications (Department of Transport—
Roads Wing) O. M. No. B-29(56)58 dated the 16th June, 1959]

APPENDIX IV

ANALYSIS OF THE ACTION TAKEN BY GOVERNMENT ON THE RECOMMENDATIONS CONTAINED IN THE FIFTY-NINTH REPORT OF THE ESTIMATES COMMITTEE (FIRST LOK SABHA)

1. Total number of recommendations	41
2. Recommendations accepted fully by Government (<i>Vide</i> recommendations in Chapter II)	
Number	7
Percentage to total	17.0%
3. Recommendations accepted partly or with modifications (<i>Vide</i> recommendations nos. 1, 2, 10, 15, 25, 26, 29, 32, 34, 35, 36, 39, 41 in Chapter III)	
Number	13
Percentage to total	31.8%
4. Recommendations not accepted by Government but replies in respect of which have been accepted by the Committee (<i>Vide</i> recommendations nos. 9, 13, 23, 30, 31, 37 in Chapter III)	
Number	6
Percentage to total	14.6%
5. Recommendations in respect of which replies of Government have not been accepted by the Committee (<i>Vide</i> recommendations in Chapter IV)	
Number	15
Percentage to total	36.6%

