

ESTIMATES COMMITTEE

EIGHTEENTH REPORT

1955-56

MINISTRY OF RAILWAYS

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NEW DELHI

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CORRIGENDA

Eighteenth Report of the Estimates Committee on the Ministry of Railways—Railways' Second Five Year Plan.

- Page 2.—Para 6, 7th line: *for* “provisions” *read* “provision”.
- Page 3.—Para 8, 3rd line: *insert* “-” between “supervision” and “and”.
- Page 4.—Para 10, 9th line: *insert* “first” between “the” and “phase”.
- Page 4.—9th line from bottom: *for* “on” *read* “of”.
- Page 16.—3rd line from the top: *for* “(10 crores)” *read* “(Rs. 10 crores)”.
- Page 19.—Item (15), 2nd line: *for* “house” *read* “House”.
- Page 19.—Item (17), 5th line: *for* “500” *read* “1500”.
- Page 22.—Para 25, 4th line: *delete* “;” between “India” and “in”.
- Page 22.—Para 25, 20th line: *for* “Railway” *read* “Railways”.
- Page 28.—Para 43, 2nd line: *for* “Second” *read* “First”.
- Page 31.—Item 26, 2nd line: *for* “Second” *read* “First”.
- Page 33.—Headings: Col. 2, 2nd line: *for* “year” *read* “years”
- Page 33.—Headings: Col. 2, 3rd line: *for* “&” *read* “to”.

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MEMBERS OF THE ESTIMATES COMMITTEE, 1955-56.

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3. Shri Amarnath Vidyalkar
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Shri H. N. Trivedi—*Deputy Secretary*.

Shri C. S. Swaminathan—*Under Secretary*.

*Elected Member with effect from the 7th December, 1955 *vice* Shri R. Venkateshwar resigned.

INTRODUCTION

I, the Chairman of the Estimates Committee, having been authorised by the Committee to submit the Report on their behalf, present this Eighteenth Report on the Ministry of Railways on the subject "Railways' Second Five Year Plan".

2. A detailed study of the Operation on Indian Railways by the Committee has revealed that the Railways are unable to carry the traffic that is being offered to them. This is having an adverse effect on trade and industry. The Committee, therefore, wanted to satisfy themselves that the Railways were making adequate provision in the Second Five Year Plan to cope with the situation. This Report, therefore, embodies the conclusions of the Committee on the tentative Second Five Year Plan of the Railways.

3. The Committee wish to express their thanks to the Chairman and Members of the Railway Board and other Officers of the Ministry of Railways for placing before them the material and information that they wanted in connection with the examination of the estimates. They also wish to thank the representatives of the Federation of Indian Chambers of Commerce and Industry, New Delhi, the All India Manufacturers' Organisation, Bombay, the All India Federation of Transport Users' Associations, Bombay, the National Federation of Indian Railwaymen, New Delhi, Shri H. N. Kunzru, M.P., Shri Shanti Prasad Jain and Sarvashri L. P. Misra, K. C. Bakhle, I. S. Puri, V. P. Bhandarker and B. B. Varma for giving their evidence and making valuable suggestions to the Committee.

RAILWAYS' SECOND FIVE YEAR PLAN

I

INTRODUCTORY

Many people in India had in the early stages opposed the introduction of Railways as a 'hazardous and expensive undertaking'. There were many among Britishers in England and in India who felt that even if the Railways could be started, it would be difficult for them to get any passengers. Doubt was expressed 'whether people would be attracted from the bullock cart to the rail and whether the religious mendicants, fakirs, agricultural labourers and other more or less destitute folk who did not "possess an anna" could be persuaded to pay a train fare rather than to prefer to meander without any sense of time'. Some experts held the view 'that the climate of the country would be a most serious obstacle. There was a fear of the disastrous effects of periodical rains, of violent winds and vertical sun. The damage that would be caused by insects and vermin to the banks and the timber sleepers was dwelt on, as well as the effects of tropical vegetation, while a more reasonable and valid objection was raised, in the difficulty which would be experienced in finding competent engineers and workmen for constructing and working rail roads in India'.

2. The prophesies of these gloomy experts turned out to be false. On the 15th August, 1854, three thousand applications were received from those who wanted to ride in the first train. Only a few hundreds could be accommodated. The first train which left Howrah for Hooghly on the 15th August, 1854 was full to capacity. Ever since their inception, the railways have been popular in India, both for passenger and goods traffic. As a matter of fact they have almost always been lagging behind the actual requirements.

3. As early as in 1908, the Mackay Committee, which was appointed to look into the working of the Indian Railways had recommended that India should have at least 1,00,000 miles of railways. This recommendation could not be fulfilled due to various reasons and even at this stage, though nearly half a century has passed since this recommendation was made, its fulfilment cannot be visualised. The Committee are of the opinion that this recommendation how much so ever it may be difficult of fulfilment, should not be forgotten altogether.

4. In spite of the obvious fact that more than 80 per cent. of the passenger earnings of Indian Railways have all along been from the third class passengers, during the British regime, this class of passengers was sadly neglected. They were always huddled together in a compartment and even the elementary amenities like good latrines, water arrangements, waiting halls etc. were sadly neglected. During the war period, the plight of the third class passengers became even worse with considerable increase in over-crowding. The increase in the passenger traffic has, however, not shown any

substantial decline during the post-war period with the result that in spite of some increase in the number of passenger trains, overcrowding, particularly in third class passenger trains has become more or less a regular feature on Indian Railways.

5. Ever since the dawn of independence, there has been a complete re-orientation in the policy of the Railway Ministry towards the third class passengers. The anxiety of the Minister for Railways and Transport for the welfare of third class passengers is well-known. Recently a delegation of Indian Railway-men was sent to the Soviet Union and other European countries to study the conditions of traffic there and to suggest improvements on the basis of the experience gained. Large number of recommendations of this delegation have been implemented.

6. Every Indian should feel happy about some radical changes that have been brought about by the railways in regard to the treatment of third class passengers. Introduction of the Janata Expresses, reservation of sleeping accommodation for third class passengers (which was never even dreamt of in the olden days), passenger amenities in the shape of passenger halls, more booking offices, better provisions of drinking water, permission to third class passengers to make use of the dining cars (which was previously supposed to be the prerogative of only the upper class passengers), abolition of the invidious distinction between the third class passengers and upper class passengers for entrance and exit into and out of station platforms and throwing open the retiring rooms for the use of third class passengers are some of the ways by which the railways have tried to show the new spirit of service to the common man.

7. Yet, in spite of these measures the solid fact remains that an average third class passenger in the country has to undergo considerable hardships due to regular overcrowding in a large number of passenger trains. Even in the case of goods traffic, the basic fact is that the Indian Railways are unable to move the traffic offered to them expeditiously. A detailed study of the Operation on Indian Railways has revealed that in spite of the serious efforts of the Railway Ministry, the Railways are unable to cope up with the volume of passenger and goods traffic offered. The main points arising out of this study may be briefly recapitulated below:—

(a) There is chronic overcrowding, particularly in third class, in a large number of passenger trains. Additional passenger trains to relieve overcrowding cannot be introduced due to the shortage of coaches, locomotives and also in some cases inadequate line capacity;

(b) The overcrowding in suburban trains feeding the important cities like Bombay and Calcutta is even more serious. Here again, it is not possible to introduce adequate number of additional suburban trains due to the shortage of coaching stock and locomotives. Increase in line capacity, electrification of some lines, better signalling arrangements and better reception facilities at the terminal ends for reception of trains are necessary, to relieve this overcrowding;

(c) In spite of progressive increase in coal loading, the number of wagons made available for loading coal is considerably below the requirements. The loading cannot be stepped up, unless additional wagons are put on the line, pilot and depot capacities in the coal fields are increased and additional line capacity is provided for despatch of additional wagons;

(d) In spite of the increase in goods loading during the current year, the outstanding registrations have shown a phenomenal rise. The railways are not in a position to clear the goods traffic offered due to shortage of wagons and locomotives;

(e) Even in the case of parcels where the public pay a substantially high freight, the booking in many cases is regulated by quotas, as the railways are not able to clear the traffic offered due to shortage of parcel vans, luggage vans etc. This shortage also often results in delays in transit;

(f) The clearance of seasonal perishable traffic also suffers due to shortage of wooden floored, ventilated wagons and vacuum fitted stock on the M.G. railways;

(g) Similarly the transshipment quotas at various break-of-gauge points are inadequate to meet the requirements of the areas concerned. A substantial increase in these quotas would not only require increase in the physical capacity of the break-of-gauge points, but will also require increase in M.G. rolling stock as well as the increase in the line capacity of the sections serving these break-of-gauge points;

(h) A large number of marshalling yards are dealing with traffic more or less upto capacity and their extension and remodelling are urgently necessary, if they are to deal smoothly with the increase in flow of traffic;

(i) The terminal capacity at a number of terminal yards including those at big cities like Calcutta and Bombay is inadequate to cope up with the increasing inward traffic and additional facilities are badly needed;

(j) Due to the increase in the density of traffic, utilisation of the section capacity has practically reached saturation level. Extra facilities for increasing the line capacity over various sections are urgently necessary to cope up with the increasing demands of traffic; and

(k) The inadequate rail equipment and facilities on the Indian Railways are also having adverse effect on the operating results.

8. These serious handicaps under which the Indian Railways are suffering cannot be overcome by merely increased supervision. While there is scope for improvement by increased supervision and the Committee have already indicated the lines on which this should be exercised—this scope is necessarily limited. Today, the Indian Railways are crying out for rapid expansion. Unless their voice is heard, the country's life lines will fail to deliver the goods and the country's ship of Planning will founder on the rock of transport bottleneck.

9. It is for this reason that the Committee have decided to take a quick review of the First Five Year Plan of the Railways and to examine their tentative Second Five Year Plan. They are anxious to satisfy themselves that adequate provision is made by the Railways in their Second Plan, so that the implementation of the country's Plan as a whole does not suffer a serious set-back.

II

REVIEW OF THE FIRST FIVE YEAR PLAN OF INDIAN RAILWAYS

A. Introduction

10. During nineteen thirties, due to the economic stringency the replacement of the assets of the Railways and their expansion were kept in abeyance. Then came the Second World War when the entire energies of the Railways were concentrated on moving the traffic of strategic importance and there was no question of replacing the worn-out assets of the Railways in the shape of over-aged rolling stock and track. The position was further complicated by the large releases of assets which the Railways had to make during the phase of the War for strategic replacements in the Middle East. Over 8 per cent. of metre gauge locomotives, 15 per cent. of metre gauge wagons, 4,000 miles of track and 4 million sleepers were sent over-seas and to this end as many as 26 branch lines had to be up-rooted. Later, when India became the base in the offensive against Japan the manufacturing capacity of a large number of workshops was pressed into service. The arrears of renewals and replacement thus continued to accumulate at a hazardous rate, while domestic facilities for rehabilitation were either curtailed or in-capacitated. Partition of the country created further problems. The newly carved out East Punjab and Assam Railways in the Indian Union were without repair facilities. The Assam Railways were left without a link with the rest of the Indian Railway system. The pattern of traffic also underwent a radical change.

11. The major concern of the Indian Railways was, therefore, rehabilitation and re-equipment to meet new needs. In these circumstances, the main objective in the First Five Year Plan of the Indian Railways was limited to their planned rehabilitation. Even this limited objective called for an all round investment on a gigantic scale but due to the limited financial resources of the country the allotment to the Railways for the First Five Year Plan was placed initially at Rs. 350 crores and later raised to Rs. 400 crores.

B. Progress of the First Five Year Plan on Indian Railways

PROGRESS OF EXPENDITURE IN THE VARIOUS SUB-SECTORS OF THE RAILWAY PLAN

12. Appendix II shows the progress of expenditure under each category in the first 4 years of the Plan. From this it will be seen that the total expenditure during the First Five Year Plan is expected to be Rs. 417.53 crores. The over-all increase in the planned expenditure will be about Rs. 17.53 crores against the original allotment of Rs. 400 crores.

The First Five Year Plan is expected to close with assistance from the General Revenue aggregating to Rs. 151.61 crores against Rs. 80 crores originally envisaged.

ROLLING STOCK AND MACHINERY

13. The position of orders and receipts of rolling stock during the Plan period is given in the Appendix III. From these figures it will be seen that the receipts of locomotives, coaches and wagons during the First Plan period are expected to be 1704, 4801 and 67,673 respectively. They would not complete the process of rehabilitation.

STRUCTURAL ENGINEERING WORKS, RESTORATIONS, NEW LINES AND PROJECTS ETC.

14. (i) Since the Plan commenced, 12 new lines involving the mileage of 351.98 have been completed and opened for traffic. In addition 11 dismantled lines involving the mileage of 350.65 have been restored, and two narrow gauge lines involving the mileage of 46.27 have been converted into Metre Gauge. In addition 8 more lines involving the mileage of 484 are in the process of construction or restoration.

(ii) *Ganga Bridge Project.*—The estimated cost of this rail-cum-road bridge project is Rs. 14.62 crores. The over-all progress on the physical side was 5.6 per cent. upto the end of March, 1955.

Expenditure incurred up to February, 1955 amounted to Rs. 1.34 crores.

(iii) *Howrah-Burdwan Electrification.*—The project of electrifying Howrah-Burdwan and Tarakeshwar Branch, the initial phase of the large project of electrifying the Calcutta Suburban lines and main lines upto Burdwan has been started. The estimated cost is Rs. 11.84 crores.

(iv) *Integral Coach Factory.*—The programme of building and procurement of machinery and plant for the Integral Coach Factory is proceeding according to schedule. The expenditure incurred or estimated is given below:—

(Expenditure in crores)

Year	Amount
1952-53 (Actuals)	0.48
1953-54 (Actuals)	0.78
1954-55 (Revised Budget)	2.58
1955-56 (Budget)	1.94

Procurement of equipment for the first phase has been completed and the factory has gone into production from the 2nd October, 1955. The phasing of annual production is:—

Year	Coach Shells
1955-56 .	20
1956-57 .	100
1957-58 .	200
1958-59 .	300
1959-60 .	350

The estimated cost of the project is Rs. 7.34 crores.

The commencement of production from the 2nd October, 1955 constitutes an important land mark in the programme of self-sufficiency of Indian Railways.

(v) *Chittaranjan Locomotive Works*.—This project which was undertaken prior to the commencement of the Plan period at an estimated cost of Rs. 15.04 crores has been completed with a saving of Rs. 40 lakhs. The expenditure during the Plan years is given below:—

Year	Rs. in crores
1951-52 (Actuals)	2.36
1952-53 (Actuals)	0.84
1953-54 (Actuals)	0.18
1954-55	0.15

The targets fixed in the Plan and the actual performance, which has exceeded the targets substantially are given below:—

Year	Target	Output
1951-52	20	17
1952-53	32	33
1953-54	52	64
1954-55	72	98
1955-56	92	120 (anticipated)

It is gratifying to note that the target has been stepped up to 200 average size locomotives per annum.

(vi) *Investment in Road Services*.—The investments made by the Railways in various transport undertakings, covering the period previous to the Plan as well as the position obtaining during the course of the Plan upto 31st August, 1955 amount to Rs. 361.52 lakhs.

(vii) *Investment in Telco Shares.*—Government have invested a sum of Rs. 2 crores in the share capital of the Tata Locomotive and Engineering Co., which is engaged in the production of Metre Gauge Locomotives.

(viii) *Purchase of New Lines.*—The following new lines have been purchased since the Plan commenced:

Serial No.	Name	Purchase price in lakhs.
		Amount
1.	Tinnevely-Tiruchendur Railway	34
2.	Tezpur-Balipara Line	3
3.	Barsi Light Railway	189
		226

C. Position of Indian Railways in the Last Year of the First Five Year Plan

15. The magnitude of the Second Five Year Plan of Indian Railways will depend to a great extent on the position of the Railways at the end of the First Plan. The First Plan has not yet been completed and as such a rough assessment will have to be made on the basis of the position of Indian Railways during the last year of the First Plan. On the basis of what has already been stated earlier this position may be broadly assessed as under:—

Credit Side

- (i) About 350 miles of new lines have been constructed and another 350 miles of dismantled lines have been re-opened. Additional lines upto the mileage of 484 are under construction or restoration.
- (ii) The Ganga Bridge Project has also been taken up by the Railways. This will eliminate the need for transshipment from the South to the North of Ganga and vice versa due to the vagaries of the monsoon.
- (iii) Calcutta Area Electrification Scheme has been completed. This will assist in partially relieving the overcrowding of suburban trains.
- (iv) The Integral Coach Factory at Perambur has started production from the 2nd October.
- (v) The Chittaranjan Locomotive Works have improved their production and their performance in an impressive measure.
- (vi) A number of passenger trains have been introduced.
- (vii) Coal and goods loading has been improved.

- (viii) There has been radical orientation in the policy of the Railways towards the third class passengers. A number of steps have been taken to improve their lot.

Debit Side

- (i) Chronic over-crowding on the passenger and suburban trains persists.
- (ii) Rail transport available for coal and goods loading is totally inadequate to meet the present requirements. Additional rolling stock and increased facilities including modern interlocking and signalling are necessary to deal with the situation.
- (iii) There will be 7233 miles of track requiring rail renewal and 7389 miles of track requiring sleeper renewal on 1st April, 1956.

It is, therefore, obvious that the magnitude of the Second Five Year Plan of the Railways will have to be such as to wipe out the points on the debit side.

III

TENTATIVE SECOND FIVE YEAR PLAN FOR INDIAN RAILWAYS

A. Introduction

16. What should be the amplitude of the Railways' Second Five Year Plan? This is a question rather difficult to answer. As a matter of interest, the Committee give below some views on the subject expressed by three different sources:—

(i) The Minister for Commerce and Industry is reported to have stated some time ago that "we must have a bold and comprehensive plan for developing all forms of transport in the light of our future needs. These must be assessed with foresight and imagination. Small increases in terms of arithmetical percentages of known demands will not do. In an under-developed country like ours, the needs for transport facilities develop in geometrical progression and not in arithmetical progression".

(ii) The Federation of Indian Chambers of Commerce and Industry, while discussing the Railways in their draft note on the Second Five Year Plan stated as under:—

"Assuming that major part of the railway rehabilitation programme would have been completed by 1955-56, the Second Plan should concentrate (a) on augmenting carrying capacity by laying down new track, by doubling the track over congested main lines and increasing marshalling yard facilities, etc., and (b) on increasing the rolling stock, i.e., wagons, locomotives and coaches so as to exploit to the full the existing as well as additional rail track.

At present for lack of transport in the country large tracts with forest and potential mineral resources are awaiting exploitation. Such areas will have to be opened up. And it is certain that if these areas are adequately served by the Railways, the raw materials available from them will be of great benefit to the country, apart from the prospects of new industries being set up in such areas. It may even be true that certain lines may not be remunerative for the time being, but developmental expenditure on railways as in the case of electric power or steel capacity must anticipate demand rather than wait on it. Experience has proved that in these cases supply creates its own demand. A casual glance at the Railway map of India shows that large areas at present are not served by the Railways. The aim of the Second Five Year Plan should be to construct at least 5 per cent. new track of the existing total mileage every year for the next few years to open up the country. This would mean laying some 7,500 miles of track, including doubling existing lines. This is the minimum required particularly in view of the fact that development in other spheres has to be at a much faster pace, if we are to tackle our economic problems effectively."

(iii) In para 213 of their comprehensive report, the Railway Corruption Enquiry Committee have stated as under:

"Inadequacy of transport, whether in the case of passengers, parcels or goods traffic, facilitates corrupt practices. Adequate supply of engines, coaching stock, parcel vans, goods wagons, and facilities for the quick movement of stock over various routes, which are at present regarded as bottlenecks should receive primary attention of the Ministry of Railways. From a perusal of the pamphlet "The Progress of the Five Year Plan on Indian Railways," we notice that even by the end of the First Five Year Plan, the rehabilitation of the stock of the Railways would not be completed. It is therefore, necessary that adequate provision be made in the Second Five Year Plan not only to make up for the arrears, but also to build up sufficient assets to enable the Railways to cope with the present transport demands and the further demands that would be made by an expanding economy during the period.

Similarly, additional facilities in the goods sheds, proper fencing of the stations, goods sheds, yards and depots, and proper lighting of the Railway premises should be provided for on a planned basis."

17. The view expressed in para 16(i) is a happy dream to be visualised in the distant future. Much as the Committee would like to recommend a bold and comprehensive plan for developing all forms of transport in the light of our future needs during the Second Five Year Plan period, the limited resources of money, material and men (trained personnel) rule out such a comprehensive plan to be adopted in 5 years.

18. The view expressed in para 16(ii) envisages a somewhat modest plan. But, apart from envisaging the increased facilities to enable the railways to cope up with the demands of traffic, it also looks forward to the laying of some 7,500 miles of track including the doubling of existing lines with a view to develop large tracks with forest and potential mineral resources awaiting exploitation in the country. Even this plan, though not so comprehensive as envisaged in para 16(i), would be beyond the resources of the country for the present. The Committee, therefore, feel that the Second Five Year Plan of the Railways should be such as would enable them to meet adequately the demands as stated in para 16(iii). In other words, the Plan of the Railways should, for the present, catch up and then move in pace with the transport requirements of the country. The question of the Railways going ahead in anticipation of the future needs and assisting in the development of new areas on a big scale will have to be reluctantly kept in abeyance. The Committee will, therefore, examine the tentative plan of Indian Railways from this limited point of view. They, however, feel that new construction of the Railway lines for development purposes should be undertaken to the extent possible within the limited resources.

B. Tentative Plan of the Indian Railways

19. The tentative Five Year Plan of the Indian Railways is designed to develop the Railway system in order to enable it to handle the traffic that is estimated to arise out of the fulfilment of the targets of agricultural, industrial and other production and activity in the Second Five Year Plan period. Broadly speaking, this involves the following:—

- (a) provision of increased capacity on the sections concerned to permit movement of the estimated additional production of steel, coal and cement, and generally to augment capacity on other sections of the main trunk routes upto 50 per cent.;
- (b) electrification of certain sections to promote efficiency of operation and to develop capacity most economically;
- (c) substitution by new stock of a minimum number of old replaced stock which has had to be retained in service to cater for increased traffic, and the provision of additional stock required to carry the new traffic anticipated to move in 1960-61 when the production targets have been attained;
- (d) development of adequate repair capacity relative to the increase in stock holdings;
- (e) increased tempo of renewal of main line track already overdue thereby releasing maximum quantity of track material for building new lines; and
- (f) construction of new lines upto a limit of 3,000 miles in the whole Plan period.

20. The broad details of the tentative Railway Plan are given below:

Category	Figures in crores of Rs.
(1) Locomotives and Rolling Stock	467
(2) Workshops (excluding townships), Running Sheds and Plants and Machinery	65
(3) Track Renewals (2,000 miles per annum)	125
(4) Bridge rehabilitation	25
(5) Ganga Bridge Project	10
(6) Line capacity works (doublings, conversions, crossing stations, loop lines, marshalling yards etc.)	195
(7) Signalling Works	40
(8) Electrifications	130
(9) Expansion of Goods Sheds, Terminal Stations and Transhipment points	10
(10) Expansion of Stores Depots	10
(11) Training Schools	5
(12) Staff Welfare and Staff Quarters	50
(13) Amenities for rail users	15
(14) Safety Works	10
(15) Other Projects including Vizag Port	15
(16) New Bridges	10
(17) New Lines (3,000 miles)	195
(18) Suspense Account for anticipated increase in stores balances	100
	1,477 or say 1,480

The figures of Rs. 1,480 crores is inclusive of an amount of Rs. 250 crores which is anticipated to be met in the Plan period from out of current revenues and current contribution to the Depreciation Fund.

21. The Committee will now discuss briefly the expenditure that is proposed to be incurred by the Railways under each of the above items:—

(1) *Locomotives and Rolling Stock*: (Rs. 463 crores).

The provision for the purchase of Rolling Stock during the Second Five Year Plan period includes rolling stock for rehabilitation, additional traffic envisaged in the second Plan and for new lines. The Committee understand that the estimate has been revised to 463 crores (as against the original figure of 487 crores). The break-down of expenditure proposed is tabulated below:—

	(Rs. in crores)			
	B.G.	M.G.	N.G.	Total
Locomotives	102	32	2	136
Coaching & other vehicles	113·7	52·4	3·2	170
Wagons	127	25	4·8	157
	TOTAL			463

The Railway Ministry have assured the Committee that purchase orders will be placed on foreign countries only after taking into account the full supplies expected from indigenous sources which it is proposed to develop fully. In this connection the recommendations of the Kotak Committee are awaited. While determining the number of rolling stock that would be required for the Second Five Year Plan, the following points need to be borne in mind:

(i) Even by the end of the First Five Year Plan the rehabilitation of the overaged rolling stock on Indian Railways will not have been completed. The percentage of overaged stock to the average authorised stock on the Indian Railways is given below for the dates 31st March, 1951, 31st March, 1952, 31st March, 1953 and 31st March, 1954.

Date	Loco	Coach	Wagons
31-3-1951			
Average authorised stock	7,016	20,351	1,85,696
Overaged stock	2,131	7,306	50,154
Percentage	30.3%	35.9%	27%
31-3-1952			
Average authorised stock	7,024	20,333	1,85,055
Overaged stock	2,643	7,465	51,972
Percentage	37.6%	36.7%	28%
31-3-1953			
Average authorised stock	7,109	20,490	1,91,592
Overaged stock	2,310	8,406	44,248
Percentage	32.3%	41%	23%
31-3-1954			
Average authorised stock	7,985	21,111	2,22,791
Overaged stock	2,505	7,061	48,271
Percentage	31.3%	33.4%	21.6%

From these figures it will be seen that the percentage of overaged stock on Indian Railways is still very substantial.

(ii) While estimating the requirements of additional rolling stock for meeting the increasing demands of traffic, the Railway Ministry has made full provision for additional wagons to meet the revised targets of production in the case of certain basic industries such as coal, iron and steel and cement. For the rest, they have assumed that there will be an overall 5 per cent. increase in loading during each year of the Second Plan. In the opinion of the Committee, this is an extremely conservative estimate for two reasons:

Firstly the 5 per cent. increase will be based on the actual loading during the last year of the First Five Year Plan. It is, however, to be noted that during the last year of the First Five Year Plan, so far the Railways have not been able to meet the demands cur-

rently. On the 31st August, 1955, there were 1,21,128 outstanding registrations on B.G. and 1,36,427 outstanding registrations on M.G. These figures of outstanding registrations are considerably higher than those during the previous years, in spite of the increased loading. Secondly, the loadings in the period, January to August 1955 are higher than those of the corresponding period in 1954 by 6.07 per cent. on the B.G. and 9.41 per cent. on the M.G. Hence the actual rate of increase in loading is likely to be more than 5 per cent. per annum.

(iii) The Second Plan contemplates industrialisation on a massive scale. In 19 out of the 22 industries (Factory producer goods and Factory consumer goods) listed in the Plan Frame, production increases are contemplated to various extents from 33 per cent. to 700 per cent. The annual increase of 5 per cent. in the goods loading, as anticipated by the Railways, cannot, therefore, be regarded as anything but extremely conservative.

(iv) The anticipated authorised rolling stock of the Indian Railways on the 31st March, 1961 is expected to be as under:

	B.G.	M.G.	N.G.
Locomotives	6,413	3,671	376
Coaching stock (including rail cars, etc.)	14,548	12,143	1,181
Wagons (in terms of 4 wheelers)	2,73,940	1,04,266	4,942

Assuming that the Railways do have all this rolling stock, the number of locomotives, coaches and wagons per route mile on Indian Railways would compare with the corresponding figures for the United Kingdom as under:

	Mileage	Locos	Coaches	Wagons
United Kingdom	19,222	18,914	57,291	11,22,044
India	33,852*	10,460**	27,872**	3,83,148**

* The present mileage of Indian Government Railways.

** Anticipated Rolling Stock in 1961.

The number of Rolling Stock per route mile, on the basis of above figures will be as under:

	Locos	Coaches	Wagons
United Kingdom	.98	2.98	58.37
India	.31	.82	11.3

Such figures are, of course, not strictly comparable; but they do indicate that the anticipated Rolling Stock of Indian Railways as on 31st March, 1961 cannot be regarded as excessive.

(2) Workshops excluding townships, running sheds and plants and machinery: (Rs. 65 crores).

The increase in the holding of rolling stock envisaged during the Second Five Year Plan is likely to be of the following order (in round figures).

Stock	No. in units
Locomotives (Steam)	2,000
Coaches (4 wheelers)	11,400
Wagons (4 wheelers)	1,30,000

The increase would require the following additional P.O.H. capacity in Railway Workshops:

Stock	B.G.	M.G.
Locomotives	344	307
Coaches (4 wheelers)	6,205	9,867
Wagons	43,866	17,197

It will be also necessary to remodel and equip several running sheds and carriage and wagon depots to maintain additional locomotives, carriages and wagons. It has been roughly estimated that approximately 40 running sheds and 40 carriage and wagon depots would require to be remodelled. The cost of remodelling and new workshops to be provided on the different Railways would be approximately Rs. 28.5 crores. The cost of remodelling of the running sheds and carriage and wagon depots on all the Railways would be approximately Rs. 8.5 crores. The cost of remodelling etc. of Civil Engineering Workshops would be approximately Rs. 6 crores.

To assist the railways in the supply of locomotives, coaching stock and new spare locomotive parts, the following production units will have to be set up:

Details	Cost in crores of Rs.
1. M. G. Integral Coach Factory.	10
2. Two Locomotive Spare Part Production Units	7
3. Expansion of Chittaranjan Locomotive Works for producing more locomotives	5
	22

It is not necessary to stress here that when the number of rolling stock on the line is increased, the facilities for their maintenance in the workshops, sheds and depots have also to be correspondingly increased. Similarly, in view of the acute shortage of rolling stock in the country, it would not be wise to defer the proposals to set up (i) a Metre Gauge Integral Coach Factory and (ii) Two Locomotive Spare Part Production Units or the Expansion of Chittaranjan Locomotive Works.

(3) Track Renewals (Rs. 125 crores):

The track renewal programmes of Indian Railways have been considerably in arrears and it has not been possible to wipe off these arrears during the First Plan period mainly due to the paucity of material, such as rails and sleepers. On 1st April, 1956, the arrears of track renewal on Indian Railways are expected to be 7,389 miles for sleepers and 7,233 miles for rails. On 1st April, 1955, the mileage under speed restrictions due to the arrears of track renewal was 1,784. The Committee strongly feel that immediate steps should be taken to eliminate these speed restrictions by strengthening the track where necessary. It is tentatively proposed by the Railway Board to distribute the mileages and funds for track renewals for different railways as shown below:—

Railway	Cost (Rs. crores)				Mileages			
	Total	B.G.	M.G.	N.G.	Total	B.G.	M.G.	N.G.
South Eastern	12.5	12.0	..	0.5	1,000	900	..	100
Southern	13.0	6.0	7.0	..	1,200	300	900	..
Central	24.0	21.0	3.0	..	1,400	1,200	200	..
Western	19.0	9.0	10.0	..	1,700	700	1,000	..
Northern	27.0	21.7	5.0	0.3	1,700	1,100	570	30
North Eastern	17.0	..	17.0	..	2,300	..	2,300	..
Eastern	12.5	12.5	..	..	700	700	..	..
	125	82.2	42.0	0.8	10,000	4,900	4,970	130

It is worth noting here that the mileages and funds proposed in the above table are less than what the individual Railways have asked for. Any further cut in this direction is bound to have an effect of slowing down the passenger and goods trains further, a contingency which the country cannot face with equanimity.

(4) Bridge Rehabilitation (25 crores):

The tentative distribution of funds railway-wise for bridge rehabilitation is as under:

South Eastern Railway	3.00
Southern Railway	5.00
Central Railway	4.00
Western Railway	4.75
Northern Railway	2.25
North Eastern Railway	4.00
Eastern Railway	2.00

The type of work provided under this item is of the following nature:—

- (i) Re-girdering of bridges.
- (ii) Strengthening of bridges to remove speed restrictions.
- (iii) Reconstruction of weak bridges, etc.

The Committee are of the view that any rehabilitation programmes on the Railways should not be allowed to linger any more.

(5) *Ganga Bridge Project (10 crores):*

The importance of completing this project without any delay cannot be overstressed, in view of the chronic difficulties of transshipment due to the vagaries of the river.

(6) *Line capacity works, (doublings, conversions, crossing stations, loop lines, marshalling yards, etc.): (Rs. 195 crores):*

The works on various Railways provided under this head are purely for the operational reasons. They include doubling of single line sections, where the traffic has reached saturation point, increasing the capacity of certain sections by introducing more crossing stations, loop lines, remodelling of marshalling yards which are not in a position to cope up with the increasing traffic, etc. Provision of these facilities is absolutely essential. Proper utilisation of the contemplated increased Rolling Stock will not be possible, unless these extra facilities are provided to enable the Railways to cope up with the increasing flow of traffic.

(7) *Signalling works (Rs. 40 crores):*

About half the total sum of Rs. 40 crores is earmarked for meeting the proportion of expenditure for such installations arising out of the line capacity works. The balance of 20 to 25 crores is for improvements to the existing signalling installations required to improve the operating characteristics of various sections and thereby promoting efficiency, augmenting line capacity and assisting in the trend towards higher average speeds of running.

During their tours over several Railway zones, the Sub-Committees of the Committee felt that there was considerable scope for improvement in the signalling, interlocking and tele-communications arrangements on the Railways. They were surprised to note that even on the route over which the Grand Trunk Express passes, there are sections having stations which are non-interlocked. General all round improvement in signalling and tele-communications on Indian Railways is essential for operating reasons.

(8) *Expansion of goods sheds, terminal stations and transshipment points (Rs. 10 crores):*

This is a very modest provision and includes the following miscellaneous items:

- (i) Provision of goods sheds and parcel sheds.
- (ii) Expansion of existing goods sheds, parcel sheds, transshipment sheds, repacking sheds and terminal stations.
- (iii) Improvement of approach roads, provision of additional Office accommodation at certain stations.
- (iv) Waiting rooms for merchants in the goods shed area.
- (v) Provision of weigh bridges, etc.

In this connection, the Committee would like to refer to the following very pertinent observations of the Railway Corruption Enquiry Committee:—

“During the post-war-period some steps have been taken by the Railways to improve the passenger amenities such as increasing the number of passenger trains, building of waiting halls, providing more latrines, providing high level platforms at smaller stations, providing electric lights and fans at the stations etc. The facilities for goods booking have, however, not been correspondingly improved. We, therefore, recommend that a systematic review should be made of the goods shed facilities available at important goods booking stations and steps taken to improve these. The facilities should be in the form of increased accommodation, better lighting, waiting accommodation for the public, additional telephones, better ventilation, better approach roads etc. Adequate provision should also be made for stacking the goods shed records neatly and carefully, so that they may be available at short notice for reference. The goods sheds at stations should give the appearance of well regulated business premises with an atmosphere of efficient and systematic management instead of the dull and slovenly appearance that they have at present. A definite amount should be allocated each year on each Railway in the Second Five Year Plan for improving the goods shed facilities.”

The Committee are in entire agreement with these observations and they would recommend that the allocation for these works might be increased further by making a little readjustment, if possible. (The Committee are glad to learn that provision under this head has already been tentatively increased to Rs. 25 crores.)

(9) *Electrifications (Rs. 130 crores):*

The Railways' draft plan envisaged electrification of about 1600 miles of double line sections, where saturation of capacity based on steam locomotion had been reached. The cost of electrification including electric locomotives was estimated at Rs. 130 crores. The Committee now understand that total length for electrification has been reduced to 800 miles and the cost to Rs. 65 crores. With regard to the balance, it is now proposed to defer one section of 300 miles for the Third Plan and dieselise the remaining 500 miles. The particulars of sections to be electrified are given below:—

S. No.	Sections to be electrified	Mileage	Year in which electrification is required
1.	Bhusaval-Igatpuri	191	1959
2.	Clacutta area (Howrah-Burdwan chord, Bandel-Naihati, Sealdah Division upto Ranaghat and southern section—Dankuni-Dum Dum and circular railway)	319	1957
3.	Howrah-Kharagpur	72	1957
4.	Burdwan-Asansol	66	1959
5.	Asansol-Gomoh	48	1959
6.	Madras-Villupuram	99	1957
		795	

Though the Committee do not want to press this issue, they feel that, if possible, electrification or dieselisation of the remaining 300 miles should also be included in the Second Plan.

(10) *Expansion of Stores Depots (Rs. 10 crores):*

During the tours of the Sub-Committees, it was observed that many works undertaken by the Railways were held up or badly delayed due to non-supply or late supply of materials. Such hold-ups in the Second Plan are bound to affect the progress of the Railways considerably and might even result in the slowing down of the country's Plan as a whole. The Committee are, therefore, glad to note that the Railways propose to establish construction depots for stocking materials required for works connected with the Plan in advance. The provision of Rs. 10 crores under this item will cover (a) expansion or remodelling of existing stores depots in order to meet the increased maintenance and repairs requirements and (b) establishment of construction depots referred to above.

(11) *Training Schools (Rs. 5 crores):*

A little over one lakh men will be required on construction during the entire Plan period and an additional two lakh men to maintain additional services to be provided during the Plan period. Adequate facilities to provide training to a large number of these new recruits need not be emphasized.

(12) *Staff Welfare and Staff Quarters (Rs. 50 crores):*

In this connection we refer to the following observations of the Railway Corruption Enquiry Committee:

"We also feel that, in a welfare state, an employee should not be treated as merely a cog in the administrative machine, but as a person who should be given full scope for his development and for the performance of his duty towards his family and society. In this respect, the authorities should do their best to put the directive principles of State Policy as laid down in Para IV of the Constitution progressively into practice. With this end in view, we recommend that greater attention should be paid to the problem of staff welfare than hithertofore."

The provision under this item includes educational facilities, medical facilities, recreational facilities, staff quarters, maternity centres etc. More than 50 per cent. of this amount will be earmarked for new staff quarters and improvement of existing obsolete types. The Staff housing programme on its completion would increase the ratio of housed essential staff from about 33 per cent. to 43 per cent. With additional staff recruited during the period, the ratio is likely to drop again to about 35 per cent.

(13) *Amenities for rail users (Rs. 15 crores):*

The total provision of Rs. 15 crores has for the present been distributed equally to all the seven Railway systems. On each Railway, the works provide for the following classes of amenities for passengers and users having business in goods sheds and parcel offices.

(i) Remodelling of station buildings and construction of new station buildings at important stations on Railways where the existing standards are significantly low;

(ii) Covered platforms and improvement of platform surfaces, lengths, watering arrangements and latrines;

(iii) Waiting halls;

(iv) Foot overbridges;

(v) Water-coolers and Public Address Systems;

(vi) Electrification of station buildings and approach roads.

The committee are of the opinion that the programme of remodelling station buildings should be slowed down and the amount diverted to other basic amenities without reducing the overall allocation under this item.

(14) *Safety Works (Rs. 10 crores):*

This includes items such as provision of isolation, providing catch sidings and slip sidings on steep gradients, removal of infringements in the minimum distance between two adjacent tracks, interlocking level crossings with signals etc.

(15) *Other projects including Vizag Port (Rs. 15 crores):*

This includes a lump sum provision of Rs. 3 crores for development of Vizag Port, Rs. 3 crores for the Railway house at Delhi, Rs. 2 crores for additional Office accommodation at the Headquarters of Railway Administrations and another Rs. 2 crores for accommodation required for the new Divisional Offices of those Railways where the Divisional system of working is to be adopted. The balance of Rs. 5 crores has been kept in reserve for unforeseen miscellaneous expenditure likely to arise in the development of schemes during the Plan period.

(16) *New Bridges (Rs. 10 crores):*

The provision of Rs. 10 crores under this item is obviously necessary.

(17) *New lines (3,000 miles) (Rs. 195 crores):*

New lines include lines required for (i) operational purposes, (ii) approved industrial Projects (steel and coal) and (iii) others. Nearly half of this mileage comes under items (i) and (ii) and is, therefore, absolutely essential. This leaves only about 500 miles of extra mileage for development purposes or providing rail communications in the areas which are badly in need of them. The Committee consider that this mileage is very inadequate; and the question of increasing the mileage further might be considered again.

(18) *Suspense Account for anticipated increase in Stores balances (Rs. 100 crores):*

This follows as a natural corollary to the proposal of creating construction depots to maintain buffer stocks, which would be required for new constructions during the Plan. But for this stock piling, the progress of the Railways' Second Plan will be slowed down.

22. From the above review, very brief and sketchy as it is, it will be seen that the tentative plan of the Railways is on a modest scale. As a matter of fact, all except three viz., Training School, Staff

Welfare and Staff Quarters and Other Projects including Vizag. Port are directly connected with the rehabilitation of the railways, purchase of additional rolling stock and new construction to cope up with the increasing demand of traffic. The Committee have had the benefit of evidence not only from the representatives of the Railway Ministry but also from those of important non-official bodies like the Federation of Indian Chambers of Commerce and Industry, the All India Manufacturers' Organisation etc. The President of the Federation of Indian Chambers of Commerce and Industry, in the course of his evidence before the Committee, stated that most of the present bottlenecks experienced in the country are due to the fact that the Rolling Stock and railway lines are much below the present requirements. The Committee consider it worth while to quote from his evidence.

"We entirely agree with the demand of the Railway Ministry and this amount is necessary during the Second Five Year Plan, if the Railways are not going to fail the industrial development of the country. Industrial development is the aim of us all for the economic upliftment of the people of the country, but without transport this development is of no use. We are of the opinion that the Railway development expenditure of Rs. 1500 crores should enjoy the topmost priority in the overall expenditure of the Second Five Year Plan and we have to request you to recommend strongly to Government that the Railways cannot wait any longer, either for the Third Five Year Plan or for any future Plan for its expansion and that the Railway Administration should be provided with Rs. 1500 crores as demanded, and nothing less than that. We are very conversant with the fact that the demands from all directions are pressing on the Planning Commission as well as the Government of India for various developments, community projects, and many other things, but although they may be directly very important in their own way, they are of no use at all without railway facilities. Production is important from the consumption point of view, but if the production is in one corner and if transport is not there in order to see that it reaches the ultimate consumer, then production is of no use. Not only there will be no production according to the Plan, but even if it is started, it will again have to stop."

23. An ex-President of the Indian Chambers of Commerce and Industry and a leading industrialist stated as under during the course of his evidence before the Committee.

"The Agriculture Ministry and the Ministry of Commerce and Industry are planning for increased production and naturally their needs will have to be met. If transport is not provided, the benefits from those schemes, which the Ministry of Agriculture and the Ministry of Commerce and Industry are planning, will not be available to the people. Therefore, first of all transport has to be provided to meet their needs."

24. A detailed and careful study of the present rail transport situation in the country and the review of the tentative Plan of the Railways have led the Committee to the inescapable conclusion that any arbitrary reduction in the provision of funds for the tentative Second Five Year Plan of the Railway Ministry will create a serious transport bottleneck, which will adversely affect the country's planning as a whole.

25. Before closing the subject, the Committee would like to make special reference to two important points:—

- (1) In their Report on 'Operation on Indian Railways', the Committee have stated that there is scope for improvement in the operating results achieved by Indian Railways in the recent past. The Committee were, therefore, anxious to know whether the Railway Ministry has made any allowance for improvement in the operating efficiency while making calculations for extra requirement of Rolling Stock during the Second Plan. The Committee are glad to know that the Railway Ministry has taken into account the following improvements in operational efficiency while estimating the requirements of locos and wagons:

Wagon turn-round.—The average turn-round on the Indian Railways during 1954-55 for broad-gauge and metre-gauge is as follows:—

Broad Gauge	Metre Gauge	
	Northern Group	Southern Group
10.5	7.5	7.1

The estimate of wagon requirements has been based on a turn-round of 9.5 days on the Broad Gauge and 6.5 days on the Metre Gauge which provides for an improvement of about 10 per cent. in operation generally.

In working out the requirements of locomotives the following improvements in engine performance and engines under repair have been assumed.

(1) *Engine performance*

Gauge	Service	Increase in miles per day per engine in use	
		From	To
B.G.	Passenger	163	170
	Goods	94	100
M.G.	Passenger	132	140
	Goods	85	90

(2) *Engine under repair*

The allowance for shed and shop repairs has been reduced from the present figure of 18 per cent. to 15 per cent. of locomotives on line.

- (2) The next question which has naturally occurred to the Committee is, whether adequate financial control will be exercised on expenditure to be incurred by the Railways on such a large scale. According to the present arrangement in the Railway Board, the Financial Commissioner for Railways is the representative of the Ministry of

Finance in—and is a full Member of—the Railway Board. He is vested with the full powers of the Government of India to sanction railway expenditure, and is *Ex-Officio* Secretary to the Government of India; in the Ministry of Railways in financial matters. No proposals involving expenditure or affecting Railway revenues can be sanctioned without his proper concurrence. He has the right to refer directly to the Finance Minister any financial issues on which he finds himself unable to agree with the views of the Minister in charge of the Railway Ministry. He is assisted by a Director, Finance (Expenditure), two Joint Directors and two Deputy Directors, Finance, in the financial scrutiny of all proposals for expenditure on Establishment, Works, Rolling Stock, etc., as well as Planning. All proposals which have financial implications have to be scrutinised by finance and the proposals are disposed of at the appropriate level. In view of this arrangement, the Committee feel that judicious financial control will be exercised on the expenditure to be incurred by the Railway during their Second Plan.

IV

LONG TERM PLAN FOR INDIAN RAILWAYS AND OTHER MATTERS

A. Long Term Plan for Indian Railways

26. Though the Committee feel that a bold and comprehensive Plan keeping in view the future requirements of the country and the need for the development of new areas cannot be envisaged in the Second Plan period due to the limited resources of the country, they do feel that such a Plan on a long term basis should be worked out. If the First Five Year Plan of Indian Railways may be called the "Rehabilitation Plan", the Second Five Year Plan can be termed as a "Consolidation Plan". The third and subsequent Plans might be rightly considered as the Development Plans of the Indian Railways. Two criteria may be kept in mind in making out such long term plan on the same lines as the Nagpur Plan for roadways namely:

- (i) Mackay Committee's recommendation made as early as in 1908 that India should have hundred thousand miles of Railways, and
- (ii) every village with a population of more than one thousand persons should not be away from the Railway line by a distance exceeding say 25 miles.

A very rough estimate of the expenditure and the period for the fulfilment of this Plan should also be indicated.

27. That there is a need for such a Plan for the Development of Indian Railways will be seen from the following comparative figures of track mileage in certain countries:

	Route mileage	Capital outlay	Population	Per Capita Capital outlay (in Rupees)	Railway Mileage per 1000 population
U. K.	19,222	£1,47,63,25,423	4,89,98,876 (1951)	400 Approx.	.39 (1953)
U. S. A. (Class I Rlys.)	2,25,232	\$32,16,64,31,000	15,06,97,361 (1953)	1,020	1.5 (1953)
Canada	41,171	\$4,17,17,49,042	1,47,81,000 (1953)	1,350	2.78 (1953)
India (All Indian Railways)	34,406	Rs. 878.45 Crores.	35,68,91,624 (1951)	25	.096 (1953-54)

B. Uniform Gauge Policy in India

28. When the Planning of Railway construction began in this country, Lord Dalhousie, the then Viceroy and Governor General of India, laid down as a policy that whatever the gauge may be, it should be uniform throughout the country, and recorded this in his Minute of 1849 as follows:

“The British Legislature fell unconsciously and perhaps unavoidably, into the mischievous error of permitting the introduction of two gauges into the United Kingdom. The numerous and grievous evils which arose from that permission are well known and will long be felt throughout all England. The Government of India has it in its power, and no doubt will carefully provide that, however, widely the Railway system may be extended in this Empire in the time to come, these great evils shall be averted, and that uniformity of gauge shall rigidly be enforced from the first. But I conceive that the Government should do more than this and that now, at the very outset of railway works, it should not only determine that any uniform gauge shall be established in India but that such uniform gauge shall be the one which science and experience may unite in selecting as the best.”

29. Soon after it was recognised that the insistence of the standard gauge, for all railway construction in the country, would be unnecessarily expensive in many areas and would considerably retard the pace of railway development. The necessity for a smaller and more economic gauge for short feeder lines of communication with a lower density of traffic, side by side with the

standard or Broad Gauge, was fully appreciated and Government recorded this in a Minute in 1862:

“His Excellency in Council is of the opinion that it will be essential to insist on the adoption of the Standard Indian gauge of 5 feet 6 inches in the case of all railways, that are intended to form portions of main lines. But when the lines proposed are designed as *bonafide* tramways, that is, feeders to the main system but not essential parts of it, and when expected traffic may not warrant the outlay necessary for the formation of full gauge line, the Government of India will sanction, as it has already done in the case of the Nalhati line, narrow gauge light lines, as a temporary expedient, on the conviction that such lines will be replaced by full gauge line of a more substantial character whenever the development of the traffic renders such a change advisable. Where such narrow gauge lines are sanctioned, it will, therefore, be an advantage that they should be of the lightest and most economical description compatible with safety and the necessary degree of permanence, in order that there may be the least possible difficulty in the way of the change when it has become expedient, and that there may be no doubt as to their temporary and provisional character, and no risk of their being permitted to grow into a system which would compete with the system constructed on the standard or national gauge.”

30. Early in 1869 the whole question of railway extension in India was reviewed by the Government, and the following policy was advocated:

- (a) that an extension of railways was absolutely essential to the proper development of the resources of India;
 - (b) that the finances of India could not bear the burden of the proposed additional railways if constructed on the same expensive principle of standard gauge; and
 - (c) that either a lighter construction or a narrower gauge or both could be adopted with economical advantage.
- Extract from Minutes of 1869 may be quoted here:

“.....the character of the line and the amount of expenditure upon it should be regulated as far as possible by a proper consideration of the possible returns and not more than is essential by any preconceived ideas of what is the best standard form of railway to adopt. I regard it as the extreme of infatuation to lay down any absolute rules to regulate the modes of construction of railways in a country so vast, so various in its natural features and so poor as India. Still more mistaken is it to apply to India rules essentially based on the wants of England, which is probably the country in the world from which India most widely differs.....”

31. Thus the Metre Gauge came to be recognised as an alternative gauge for the railway construction in India. Later, in addition to the Broad and Metre Gauges still Narrow Gauges were adopted mostly for the hilly regions where construction on the Broad Gauge would have been almost impossible, or in any case very expensive.

32. The Metre Gauge Railway system in India has no doubt played an important role in the economic life of the country. They served the needs of areas concerned adequately for about a century. The question is whether they are in a position to do so now and in future. The Committee are of the opinion that this question needs a very careful examination. The Indian Railway Enquiry Committee 1947 had suggested that in about three years time a small technical Committee of senior officers of the transportation (traffic), civil engineering and accounts department should be set up to examine the gauge question generally and to make recommendation for gauge conversion with the object of reducing the number of transshipment points and the volume of transshipment traffic and also as far as possible concentrating transshipment traffic at a few stations where suitable mechanical appliances to aid transshipment can be provided. This suggestion has not yet been given effect to. The Committee recommend that this suggestion should be implemented early. This Committee should also examine whether, in case the existing Metre Gauge single lines are not able to cope with the traffic, it would be advisable to convert them into Broad Gauge lines or double the Metre Gauge lines. At present, the Metre Gauge system in India is practically of the same length as the Broad Gauge system. If, however, the development programme of Indian Railways is fixed as hundred thousand miles of traffic and if uniform Broad Gauge policy is adopted from now on, the Metre Gauge will form a small percentage of the proposed total mileage. In that case, gradually conversion of Metre Gauge into Broad Gauge might be incorporated in the comprehensive Plan that the Committee have suggested above. This is one of the factors which also might be taken into consideration when deciding the question of the Gauge. If as a result of detailed investigation it is found advantageous to have a uniform gauge of course at a distant date, the future construction in the country as far as possible should be confined to Broad Gauge.

C. Provision of level crossings and over or under bridges

33. With the increase in the road traffic and particularly fast moving motor transport in or near the towns, there is a growing demand for the provision of new level crossings and conversion of the existing ones into over or under bridges.

34. There is a statutory liability of the Railways under Section 11 of the Indian Railways Act to provide "Accommodation works" which include level crossings but such liability does not normally arise after the line has been opened to traffic for 10 years.

35. The cost of level crossings provided under this statutory liability is borne by the Railways, but, even where the Railways are not thus liable they provide level crossings at the cost (initial and recurring) of the Civil authorities concerned. The cost of the replacement of level crossings by over or under bridges is to be

borne by the road authority or Railway authority according to the need for such a replacement arising solely out of the increase in road or Railway traffic over the crossing. If both have increased, the cost is to be shared, the Railways bearing the cost of the bridge structure (excluding the bridge) and of the diversion of sewers, cables, water and basement within Railway limits and the road authorities the balance.

36. The Committee understand that in order to enable local Road Authorities to meet their share of expenditure on the construction of over or under bridges in replacement of existing level crossings, the Planning Commission has decided to set apart a sum of Rs. 50 lakhs in the First Five Year Plan period to be advanced as loans to local bodies.

37. It is, further, understood that a circular letter was issued by the Ministry of Transport to all State Governments inviting proposals for the grant of loans to local bodies for the purpose. The proposals which have been received so far from the States are being examined by the Ministry of Transport and loans to the extent of Rs. 2 crores for priority I schemes are proposed to be sanctioned. Out of this, a sum of Rs. 50 lakhs will be spent during the current year, and the balance of Rs. 1.5 crores will be spent during the Second Five Year Plan period. Apart from this another sum of Rs. 1.5 crores is proposed to be sanctioned during the Second Plan period for priority II schemes and priority I schemes to be framed hereafter. The Committee are glad to observe that attention is being bestowed on this question because they feel that with the general increase in road and rail transport in the country, the need of providing more level crossings and over and under bridges will increase progressively.

D. Conversion of N.G. into M.G. or B.G. track

38. Narrow Gauge lines in the country exist in the following main groups:

- (i) Government lines;
- (ii) Privately owned lines.

Government lines may be classified under three categories: (a) lines carrying essential goods traffic, (b) lines primarily intended for passenger traffic, and (c) lines in hilly country. Most of the category (a) lines are more or less still paying their way and they can continue to operate for the time being. Category (b) lines will, however, have to be gradually replaced into M.G. or B.G. when heavy renewals become due. Category (c) lines traverse the area where construction of a B.G. line is either impossible or extremely expensive, and they are best left untouched for the present.

39. The intention of the Government is that in the course of 15 to 20 years, all the N.G. lines falling in categories (a) and (b) will be replaced gradually with the exception perhaps of those which are running at substantial losses. The Committee would recommend that before it is decided to scrap a N.G. line without replacement,

the representatives of the people of the areas that would be affected by the decision should be taken into confidence and suitable alternative modes of transport provided.

E. Dieselisation of locomotives on Indian Railways

40. The present policy of the Railway Board is to consider the substitution of steam locomotives by diesel locomotives (a) for shunting purposes in certain yards; (b) on sections where there is acute water shortage etc; (c) on sections where saturation has been reached with steam locomotion and either electrification is not contemplated or would take time to materialise; and (d) for certain very fast trains. The sections tentatively selected for dieselisation are indicated below:—

Sl. No.	Section	Mileage
<i>Broad Gauge—</i>		
1.	Gomoh-Moghalsarai	232
2.	Asansol-Rajakharwan	97
3.	Rajakharwan-Jharsaguda	138
4.	Rajakharwan-Barajamda	60
<i>Mileage where dieselisation is urgently necessary—</i>		
1.	Bezwada-Madras	266
2.	Balharshah-Kazipet	146
3.	Kazipet-Secunderabad	81
		1020
<i>Mètre Gauge—</i>		
1.	Poona-Miraj	158
2.	Ahmedabad-Abu Road	115
		273
TOTAL MILES (BG AND MG)		1293

F. Fulfilment of the Second Five Year Plan of Indian Railways

41. Indian Railways are going to incur a huge expenditure on their Second Five Year Plan and the fulfilment of the country's Plan will depend to a large extent on the fulfilment of the Plan of Indian Railways. It is, therefore, essential that due precautions are taken at various levels to ensure smooth and efficient implementation of the Plan. In order to direct and control the huge expenditure that would have to be incurred on the Second Five Year Plan and to ensure that proper results are achieved, it will be necessary to strengthen the administration at various levels including that of the Railway Board in an adequate measure. The Committee will deal with this aspect in their next Report on "General Administration".

42. The Committee recommend that the Railway Ministry should make out a pamphlet pointing out the results achieved by the Railways in the First Five Year Plan, the extent to which they are inadequate to meet the requirements of the country and the efforts

required to be made by the Railways in different spheres to ensure that they play their proper role in the larger Plan of the country. The co-operation of the National Federation of Indian Railwaymen should also be sought to make the Railway staff of the country Plan-conscious. The Indian Railways are a gigantic National undertaking whose success depends on the co-operative effort of more than 10 lakhs of Railway employees. It is, therefore, essential that the best service is obtained out of these employees during the Plan period, for the interest of the country as a whole. With the satisfactory fulfilment of their Second Five Year Plan, the Committee visualise a brilliant future of development and expansion for Indian Railways which are the lifeline of this great country.

43. To sum up what has already been said in this report, the Committee have found that by the end of the Second Five Year Plan even the rehabilitation of the Indian Railways in regard to rolling stock, track and bridges will not have been completed. The net result is that the Indian Railways at present are not in a position to carry the traffic that is being offered to them. This inadequacy is already causing lot of hardship and inconvenience to trade and industry. If, therefore, the rail transport situation in the country is to cope with the increasing demands of the expanding economy of the country during the Second Five Year Plan, very liberal provision of funds for the Railways for the rehabilitation and renewal, conversions and new constructions of lines etc. is absolutely essential. Similarly there will have to be a steady and concentrated drive at high level to bring about an all round improvement in the operating efficiency so that the available assets of the railways, limited as they are, are put to the best use.

BALVANTRAY GOPALJEE MEHTA,

NEW DELHI,
The 20th December, 1955.

Chairman,
Estimates Committee.

APPENDIX I

Statement showing the Summary of conclusions/recommendations of the Estimates Committee relating to the Ministry of Railways. Railways' Second Five Year Plan

Serial No.	Reference to Para No. in the Report	Summary of conclusions/recommendations
1	2	3
1.	3	The Committee are of the opinion that the recommendation of Mackay Committee made in 1908 that India should have 100,000 miles of Railways should not be forgotten altogether, how much so ever difficult of fulfilment.
2.	15	The magnitude of the Second Five Year Plan of the Railways will have to be such as, (i) to remove chronic over-crowding on the passenger and suburban trains ; (ii) to provide for additional Rolling Stock and increased facilities for loading of coal and other goods ; and (iii) to wipe out the arrears of Track Renewals (7233 miles of track requiring rail renewal and 7389 miles of track requiring sleeper renewal on 1-4-1956).
3.	17	The limited resources of the country rule out a bold and comprehensive plan for developing all forms of transport in the light of the future needs of the country during the Second Five Year Plan period.
4.	18	The Committee feel that the Second Five Year Plan of the Railways should be such as would enable them to catch up and then move in pace with the transport requirements of the country. They, however, feel that new construction of the Railway lines for Development purposes should be undertaken to the extent possible within the limited resources.
5.	21(i) (i)	(a) The percentage of overaged stock on Indian Railways is still very substantial.
	21(i) (ii)	(b) The Committee consider that the assumption of the Railways that there would be an overall 5% increase in loading during each year in the Plan is extremely conservative.
6.	21(2)	When the number of rolling stock on the line is increased, the facilities for their maintenance in the workshops, sheds and depots have also to be correspondingly increased. In view of the acute shortage of rolling stock in the country, it would not be wise to defer the proposal to set up (i) a Metre Gauge Integral Coach Factory, (ii) two Locomotive Spare Part Production Units or the expansion of Chittaranjan Locomotive Works.
7.	21(3)	(a) On 1-4-55 the mileage under speed restrictions due to the arrears of track renewal was 1784. The Committee strongly feel that immediate steps should be taken to eliminate these speed restrictions by strengthening the track where necessary.
		(b) The mileages and funds for track renewals proposed in the Second Five Year Plan are less than what the individual Railways have asked for ; any further cut in this direction is bound

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		to slow down the movement of passenger and goods trains further, a contingency which the country cannot face with equanimity.
8.	21(4)	The Committee are of the view that any rehabilitation programmes on the railways like regirdering, strengthening and reconstruction of bridges should not be allowed to linger any more.
9.	21(5)	The importance of a speedy completion of the Ganga Bridge Project cannot be over-stressed.
10.	21(6)	Provision of additional facilities for increasing the line capacity, such as doublings, conversions, crossing stations, looplines, marshalling yards etc. is absolutely essential. Otherwise, proper utilisation of the contemplated increased rolling stock will not be possible.
11.	21(7)	General all round improvement in signalling and tele-communications on Indian Railways is essential for operating reasons.
12.	21(8)	The Committee are in agreement with the recommendation made by the Railway Corruption Enquiry Committee that a definite amount should be allocated each year on each Railway in the Second Five Year Plan for improving the goods shed facilities. The Committee recommend that the allocation for these works might be increased further by making a little readjustment, if possible. (The Committee are glad to learn that provision under this head has already been tentatively increased to Rs. 25 crores.)
13.	21(9)	The Committee feel that, if possible, electrification or dieselisation of 300 miles left over for the Third Five Year Plan should be included in the Second Plan itself.
14.	21 (10)	The Committee are glad to note that the Railways propose to establish construction depots for stocking materials required for works connected with the Plan in advance.
15.	21 (11)	Adequate facilities should be provided for training new recruits to Railway service.
16.	21 (13)	The Committee suggest that the programme of remodelling station buildings should be slowed down and the amount diverted to other basic amenities without reducing the overall allocation under Amenities for rail users.
17.	21(17)	The Committee consider that the extra mileage of 1500 proposed to be constructed for development purposes or providing rail communications in the areas which are badly in need of them is very inadequate and the question of increasing the mileage further might be considered again.
18.	24	The Committee consider that any arbitrary reduction in the provision of funds for the Second Five Year Plan of the Railway Ministry will create a serious transport bottleneck which will adversely affect the country's planning as a whole.
19.	25 (2)	The Committee feel that judicious financial control will be exercised on the expenditure to be incurred by the Railways during their Second Five Year Plan.
20.	27	Considering the figures of track mileage in other countries <i>vis-a-vis</i> the population and <i>per capita</i> Capital outlay, there is a need for a long-term Plan for the development of Indian Railways.
21.	32	The Committee recommend that the suggestion of the Indian Railway Enquiry Committee, 1947, with regard to the examination of the gauge question by a small technical Committee should be implement.

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- ed early. The technical Committee should examine the relative merits of conversion of the existing Metre Gauge into Broad Gauge or doubling the Metre Gauge track. If, as a result of detailed investigations, it is found advantageous to have a uniform gauge, future construction in the country should as far as possible be confined to Broad Gauge.
22. 37 The Committee are glad to observe that earnest attention is being bestowed on the provision of level crossings and over or under-bridges.
23. 39 Before a N. G. line is scrapped without replacement, the representatives of the people of the areas that would be affected should be taken into confidence and suitable alternative modes of transport provided for them.
24. 41 In order to direct and control the huge expenditure that would have to be incurred on the Second Plan, it will be necessary to strengthen the administration at various levels including that of the Railway Board in an adequate measure.
25. 42 The Railway Ministry should bring out a pamphlet enumerating their achievements in the First Five Year Plan, the extent to which they are inadequate to meet the requirements of the country and the further efforts they intend to make. The co-operation of the National Federation of Indian Railwaymen should also be sought to make the Railway employees Plan-conscious.
26. 43 To sum up what has already been said in this report, the Committee have found that by the end of the Second Five Year Plan even the rehabilitation of the Indian Railways in regard to rolling stock, track and bridges will not have been completed. The net result is that the Indian Railways at present are not in a position to carry the traffic that is being offered to them. This inadequacy is already causing lot of hardship and inconvenience to trade and industry. If, therefore, the rail transport situation in the country is to cope with the increasing demands of the expanding economy of the country during the Second Five Year Plan, very liberal provision of funds for the railways for the rehabilitation and renewal, conversions and new constructions of lines etc. is absolutely essential. Similarly, there will have to be a steady and concentrated drive at high level to bring about an all round improvement in the operating efficiency so that the available assets of the railways, limited as they are, are put to the best use.
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APPENDIX II

Progress of the First Five Year Plan expenditure in each of the Plan Years.

(Figures in crores of rupees)

Categories of expenditure (Rehabilitation and additions)	First Year 1951-52 (Actuals)	Second Year 1952-53 (Actuals)	Third year 1953-54 (Actuals)	Fourth Year 1954-55 (Revised Budget)	Fifth Year 1955-56	Total	Allocation envisaged in the Plan for 5 years	Excess of shortfall at the end of the Plan Period
1. Rolling Stock & Machinery	34.36	33.23	40.37	61.29	79.93	249.18	207.96	+41.22
2. Trunk and Bridges	10.72	13.96	10.93	11.72	13.05	60.38	70.47	-10.09
3. Other Structural & Engg. Works, Collieries & Ports	4.48	6.02	7.21	11.37	13.22	42.30		+5.71
4. Integral Coach Factory ¹ . . . . .	..	0.48	0.78	2.58	1.94	5.78	45.90	
5. Chittaranjan Loco Works	2.36	0.84	0.18	0.15	..	3.53	51.61	
6. Ganga Bridge Project . . . . .	..	..	—0.02	0.99	2.16	3.13	34.18	-3.02
7. Restoration of dismantled lines, New Lines and Elec- trification.	7.26	3.71	4.03	5.81	7.22	28.03	31.16	
8. Passenger amenities	2.45	2.34	2.47	3.00	2.55	12.81	15.00	-2.19
9. Staff quarters & Staff Welfare Works	3.74	3.14	4.12	5.29	4.53	20.82	24.09	-3.27
10. Miscellaneous items	5.49	-3.54	-5.86	-6.60	2.08	-8.43	2.40	-10.83
TOTAL	79.86	60.18	64.21	95.60	126.68	417.53	400.00	17.53

NOTE.—All figures for 1954-55 and 1955-56 are figures of net expenditure (i.e.) after taking into account probable savings and credits for postponed materials.

APPENDIX III

Position of Orders and Receipts of Rolling Stock during the First Five Year Plan

(Figures in Units)

Rolling Stock	Orders placed against each programme year 1951-52 & 1955-56	Receipts (and expect- ed Receipts upto 31-3-1956)	Shortfalls	Percentage
Locomotives				
India	827	491	336	
Abroad	1,457	1,213	244	
TOTAL	2,284	1,704	580	25%
Coaches (including electric multiple unit stock & rail-cars including shells received.)				
India	5,295	4,170	1,125	
Abroad	1,100	631	469	
TOTAL	6,395	4,801	1,594	25%
Wagons				
India	45,910	42,611	3,299	
Abroad	40,504	25,062	15,442	
TOTAL	86,414	67,673	18,741	22% approx.