

# ESTIMATES COMMITTEE

## **Twenty-fifth Report**

### MINISTRY OF RAILWAYS

### PASSENGER AMENITIES



**LOK SABHA SECRETARIAT**

**NEW DELHI**

***March, 1956.***

## C O R R I G E N D A

### TWENTY-FIFTH REPORT OF THE ESTIMATES COMMITTEE ON THE MINISTRY OF RAILWAYS

- Page (ii) Heading IV; read 'Railways' for 'Railways'
- Page 2, Line 1; insert ',' between 'to' and 'the'
- Para 7, Line 1; delete ';' after 'stations'
- Page 4, Para 10, Lines 21-22; read 'additional' for  
'addition'
- Page 16, Heading (c); read 'Brush-up' for 'Brus-up'
- Page 17, Heading (e); read 'at' for 'in'
- Page 19, Heading (i); insert ',' after 'Posters'
- read 'Microphones' for 'Micropones'
- Page 21, Para 59, Line 14; read 'appraisals' for 'appraisals'
- Page 28, Para 80, Line 5; read 'relieve' for 'relive'
- Page 30, Heading (b); delete 'the' before 'Latrines'
- Page 33, Para 96, Line 8, last column; read '3,17,457' for  
'3,17,45'
- Page 53, Item 8; insert '.' after 'Pass'
- Item 9; Line 4; read 'restaurant' for 'restaurants'
- Page 56, Appendix V, Line 1; read 'years' for 'year'
- Page 61, Para 2, Line 10; delete 'be' after 'to be'
- Page 62, Item II, Line 8; insert '8' before 'Chappaties'
- Page 67, Serial No. 19, Line 18; read 'representatives'  
for 'representative'
- Page 72, Serial No. 43, Line 2; delete ',' after 'for'
- Serial No. 46, Line 1; read 'carriages' for  
'carriage'
- Page 73, Serial No. 51, Line 4; read 'taps' for 'tape'
- Page 77, Serial No. 69, Line 3 from the bottom; read  
'reports' for 'report'

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## MEMBERS OF THE ESTIMATES COMMITTEE, 1955-56

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2. Shri T. Madiiah Gowda
3. Shri Amarnath Vidyalkar
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### SECRETARIAT

Shri S. L. Shakhder—*Joint Secretary*.

Shri H. N. Trivedi—*Deputy Secretary*.

Shri R. P. Kaushik—*Under Secretary*.

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\*Elected Member with effect from the 7th December, 1955 *vice* Shri B. Venkataraman resigned.

## INTRODUCTION

I, the Chairman, Estimates Committee having been authorised by the Committee to submit the Report on their behalf present this Report on the Ministry of Railways on the subject, 'Passenger Amenities'.

2. 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 and Sarvasbri H. N. Kunzru, M.P., Shanti Prasad Jain, L. P. Misra, K. C. Bakhle, I. S. Puri, V. P. Bhandarkar and B. B. Varma for giving their evidence and making valuable suggestions to the Committee.

BALVANTRAY G. MEHTA,  
*Chairman,*  
*Estimates Committee.*

NEW DELHI;  
*The 22nd March, 1956.*

## I. INTRODUCTORY

### A. Introduction

India is a country of vast distances. It is divided into various areas, each having a different predominant language and having slightly varying shades of culture. There is a rich diversity in the customs and habits of the people, their dresses, their modes of living, their mannerisms and their food habits; but behind all this diversity is hidden a common culture, which is the heritage of the hoary past of India. In order that the people living in different areas may capture the spirit of this common culture and see clearly the unity behind this outward diversity, frequent inter-mixing of the people of different areas is very necessary. Travel thus becomes a part of national education and a great binding force amongst the people living in different areas and speaking different languages. Unless a man sees for himself the snow clad Himalayas in the North and the confluence of the three oceans at Kanya Kumari, unless he has visited all the important places of religious and historical interest, which are interspersed throughout the length and breadth of the country and observed the modes of living of the people in different areas, he cannot be truly said to have imbibed fully the spirit of the cultural heritage of this great country. Similarly, unless he has travelled and seen for himself free India's manifold activities in the different fields, the country's Plan may merely remain for him a scheme on paper. There are, no doubt, many different modes of transport, to enable our people to undertake such journeys; but the Railways are by far the easiest and cheapest means. They carry approximately 1,200 millions of passengers every year or 3.5 million passengers per day. Indian Railways have, therefore, a very important role to play in the programme of national education. If the people are to derive full benefit from the journeys that they undertake by rail, it is obvious that they should regard their journeys as a source of joy and not as an ordeal to be dreaded. Amenities provided by the Railways to their passengers are, therefore, of vital importance in the scheme of national development and education. There is another equally important aspect of this question. During pre-independence days, amenities to third class passengers were sadly neglected in spite of the fact that major portion of the Railways' income from passengers has all along been derived from third class passengers. This deficiency has got to be made good. As a matter of fact, the Committee would go to the extent of saying that the facilities and treatment afforded by the Railways—the greatest national undertaking—to the third class passengers should be taken as a rough index of the progress of the country towards the socialist pattern of society. The Committee, therefore, fully appreciate the stress laid by the Railway Ministry on the question of Passenger Amenities with special reference to the third class passengers and hope that this subject will continue to engage the high level attention throughout the Second Five Year Plan. The Committee, therefore, welcome the creation of the post of a Deputy General Manager (Amenities) on each Railway. In order to ensure that this officer



gets full time work to attend to the feasibility of giving him some of the following items might also be examined :

- (i) Complaints ;
- (ii) Public Relations ;
- (iii) Publicity ;
- (iv) Staff Welfare ; and
- (v) Consultative Committees.

## **B. Standard of Passenger Amenities on Foreign Railways**

2. Indian Railways have yet to make a considerable lee-way in regard to the provision of passenger amenities. The standard of existing passenger amenities on the Indian Railways still compares unfavourably with the same in the foreign countries. Some special facilities existing for passengers in other countries are given below as an indication of the progress made there in this respect.

3. On *Soviet Railways* sleeping accommodation is provided on all long distance trains; conductors are posted in each coach and an electrician and a carriage examiner travel with each train to look to the convenience and comforts of passengers on the way. Each compartment has an electric table lamp with a radio receiving set incorporated in it, which is connected with the Radio room on the train, from where the operator relays music and other interesting programme or information for passengers. At all big stations exist spacious waiting halls, comfortable retiring rooms and special waiting rooms for children and their mothers with provision for nurseries, playing rooms and special hospitalisation rooms.

4. On *Swedish State Railways* all trains have special creche compartments for children in charge of qualified matrons with arrangement for washing, bathing and feeding small children. Special carriages for sick passengers are attached to passenger trains on payment of three third class fares with accommodation for two patients and one attendant.

5. The *Austrian Federal Railways* provide a telephone service at stations to passengers and the public, who enquire about train schedules, and connections for international trains. From any telephone booth in any part of Austria a caller can ring up the Information Centre in Vienna and immediately obtain all the information required by him.

6. The *Italian Railways* have at bigger stations booking windows not by classes, but by destination stations or sections and tickets for all the three classes, i.e., I, II and III, are available at the same window.

7. The *German Federal Railways* have at large stations; cinema halls, where they exhibit short information feature films generally having educational, social or propaganda value. Passengers holding current outward or transit rail tickets are admitted to these shows without any extra charge. There are separate offices for

verbal and telephonic enquiries. In the telephone Enquiry Offices, which are not accessible to the public, each enquiry clerk is competent to supply information for any part of the Railway, and the telephone arrangements are such that the incoming call automatically goes to an unoccupied phone.

8. The *British Railways* provide camping coaches at specially selected stations for the convenience of holiday travellers and sight-seers. It is understood that most of these coaches are, if not all, suitably converted or rebuilt old stock, which are not fit to run on regular trains. They are specially worked to and stabled at the holiday stations and serve as camps. These coaches provide sleeping compartments for six to eight persons, a commodious living room and a kitchen and are fully equipped with cutlery, cooking utensils, towels, table linen and beddings. The coaches are booked on purchase in advance of not less than 4 adult return rail tickets for a six berth coach and 6 adult return rail tickets for 8 berth coach (2 children counting as one adult).

### C. Passenger Amenities provided during the First Five Year Plan

9. The main improvements effected during the First Five Year Plan are as under :

	Stations
(i) Electrification carried out . . . . .	784
(ii) Electric fans provided in waiting halls and on platforms . . . . .	180
(iii) New foot over-bridges provided and extensions or improvements carried out to existing structures . . . . .	160
(iv) Covers over platforms provided . . . . .	198
(v) Platforms raised, surfaced, or extended . . . . .	922
(vi) New platforms provided . . . . .	35
(vii) New waiting halls provided . . . . .	214
(viii) Waiting halls improved or extended . . . . .	184
(ix) Waiting rooms improved . . . . .	212
(x) New waiting rooms provided . . . . .	226
(xi) Water supplies improved (Besides this, additional water taps, water coolers and water reservoirs have been provided at several stations). . . . .	510
(xii) Coaches provided with fans—Inter Class, now Class II. . . . .	2,095
(xiii) Coaches provided with fans in Third Class . . . . .	4,856

Further details, by Railways are enclosed herewith as Appendix I.

The planned expenditure under this head was Rs. 15 crores, at the rate of Rs. 3 crores per annum. The actual expenditure incurred in each of the plan years for passenger amenities was as under:

	Rs. in crores.
1951-52 . . . . .	2.45
1952-53 . . . . .	2.34
1953-54 . . . . .	2.47
1954-55 . . . . .	3.03
1955-56 (Revised Budget) . . . . .	3.00
<b>TOTAL . . . . .</b>	<b>13.29</b>

In view of the fact that the requirements of passenger amenities on Indian Railways are so pressing, the Committee consider it rather unfortunate that the funds under this head upto the extent of Rs. 1.71 crores should have been allowed to lapse during the First Five Year Plan period. They hope that this will not be repeated during the Second Five Year Plan.

10. The Committee suggest that the Deputy General Manager (Amenities) should keep close co-ordination with the Divisional/District authorities and watch the physical progress of the works under this head with a view to ensure that the amenities planned are completed in time. He should also see whether the purposes for which the Railway spends on amenities are duly fulfilled. In case due to unforeseen reasons a Division or District is not in a position to incur usefully the expenditure allotted under this head, he should arrange to transfer the amount to another Division or District, which is in a position to incur additional useful expenditure. Similarly, there should be a periodical review of the progress of works under this head at the level of the Railway Board, so that, if any particular Railway is unable, due to unforeseen reasons, to make full utilisation of the amount allotted to it under this head, the same may be reallocated to another Railway, which is in need of additional funds under this head. If, however, after taking this additional precaution, it is found that the full expenditure of Rs. 3 crores is not incurred during anyone year of the Plan period, the amount thus saved may be carried over to the next year, so that the total expenditure earmarked under this head during the Second Five Year Plan period is fully utilised for providing additional passenger amenities on Indian Railways. While making such reallocations from one Division/District to another, from one Zone to another, care should be exercised to ensure that the amounts thus reallocated are reimbursed later, so that the progress of the provision of Passenger Amenities on any Division/District or Railway is not lop sided in comparison to other.

11. There is another point to which the Committee would like to draw the attention of the Railway Ministry. They have noticed that heavy expenditure for re-modelling of big stations is also included under the head "Passenger Amenities". To give an instance

of only one Railway the following schemes of re-modelling stations have been included under this head :

	Rs. in lakhs.
Mathura Junction . . . . .	17
Jhansi . . . . .	6
Nagpur . . . . .	10
Sholapur . . . . .	17·91
Jubbulpur . . . . .	15·15
Agra Cantonment . . . . .	9·55
Raja-Ki-Mandi . . . . .	9·77
Nasik Road . . . . .	10·30
	<hr/>
TOTAL . . . . .	95·68
	<hr/>

It will be seen from the above figures that the lion's share of the expenditure incurred under the head "Passenger Amenities" is taken up by big stations with the result that the provision of even the minimum basic amenities at smaller stations is neglected. The Committee therefore, recommend that such re-modelling schemes of big stations should not be charged under the head "Passenger Amenities", but under the 'works' head.

#### D. Expenditure proposed during the Second Five Year Plan

12. During the Second Five Year Plan, a sum of Rs. 15 crores has been allotted by the Convention Committee (1954) to be spent under the head "Passenger Amenities". The scope of amenities to be provided will, in future, also include all "users of railway transport", such as improvement to goods sheds, loading and unloading platforms, waiting sheds for the trading public, etc.

13. A perusal of the break-up of expenditure proposed to be spent under this head during the year 1956-57 shows that the following items of expenditure are also included under this head:

- (i) Opening of new flag stations or conversion of halts into flag stations ;
- (ii) Provision of fire fighting arrangements or equipment at stations, parcel offices, goods sheds, etc.
- (iii) Provision of coal dumps without paved floor at transhipment points ;
- (iv) Works provided in connection with *melas*; and
- (v) Conversion of Narrow Gauge lines into Metre or Broad Gauge ones.

The Committee are of the opinion that these items of expenditure do not legitimately belong to the head "Passenger Amenities" and recommend that they should be transferred elsewhere, and charged to other more appropriate heads of Account.

14. The Committee also recommend that each Railway should compile and publish a gazetteer, which should contain all the relevant information about each station on the particular Railway. This information should also indicate the additional amenities proposed to be provided at each station during the Second Five Year Plan.

## II. PROVISION OF PASSENGER AMENITIES AT STATIONS

### A. Basic Amenities

15. In their letter No. 52/W/2/14, dated the 30th August, 1952, the Railway Board has laid down the following minimum passenger amenities to be provided in future at all stations irrespective of their status:

- (i) Waiting hall;
- (ii) Benches;
- (iii) Suitable arrangements for lighting, waiting hall and booking office;
- (iv) Drinking water supply;
- (v) Improved type latrines;
- (vi) *Pucca* platform surface;
- (vii) Proper booking arrangements;
- (viii) Planting of shady trees.

At more important stations, the following additional amenities are to be provided in order of priority based on the volume of passenger traffic handled and other local conditions:

- (i) High level or medium level passenger platforms (Where it is intended to provide a high or medium level platform, the surface should be made *pucca* after raising the platform).
- (ii) Improved lighting arrangements (Where electricity is available in the town, the stations should be electrified. At other important stations, gas lights should be provided on the passenger platform, in waiting hall, over booking counter and for the station approach road).
- (iii) Sheds over passenger platforms.
- (iv) Improved arrangements for dealing with luggage.

16. In regard to upper class passengers, the Railway Board has laid down the following standards—*vide* its letter No. 50-B-4145, dated the 15th May, 1951:

*Ordinary Non-suburban way-side stations.*—The provision of new upper class waiting rooms at such stations should be considered only if the number of upper class passengers dealt with is 25 or more per day. If, however, the bulk of the traffic is booked or received by night trains, the provision of the facility in question could be considered even with slightly fewer passengers.

**Junctions and Terminal Stations.**—The facility should be based on the volume of traffic changing over and the time the passengers have to wait.

17. The percentage of stations, where all the basic amenities have not so far been provided, as indicated by the Railway Ministry is as under:

Railways	Percentage	Remarks
Central .		The percentage of stations, where basic amenities such as waiting halls, benches, lighting arrangements and booking arrangements have not been provided varies considerably for different items and is as high as 70% for some items.
Eastern .	5%	
Northern .	35%	
South-Eastern	5%	
North-Eastern .	9.5	In respect of various individual items of basic amenities.
Western Railway	to 16%	Figures are not available.
Southern Railway	" " " "	" " " "

### B. Survey of Passenger Amenities on Railways

18. In January, 1955, a Deputy General Manager (Amenities), who was appointed primarily to co-ordinate all works relating to provision of passenger amenities, was directed to prepare priority lists of amenities to be provided at each station after taking into account the amenities already existing at the stations *vis-a-vis* the minimum amenities and to progress the work on a planned basis.

19. Only the Central, Eastern and the South-Eastern Railways have been able to complete the survey and furnish the details of the results of the survey of amenities at all stations. The statement below shows the position:

Category of Passenger Amenities work	Number of stations, where improvements were necessary		
	C. Rly.	E. Rly.	S.-E. Rly.
(a) Covered sheds on platform (including provision of both new sheds and extensions to existing sheds)	122	190	30
(b) Passenger waiting halls and sheds (including provision of both new halls and extension to existing halls)	273	326	192
(c) Upper Class waiting rooms (based on upper class traffic dealt with in 1952)	9	16	57
(d) Electrification of stations	144	20	23

Category of Passenger Amenities work	Number of stations, where improvements were necessary		
	C. Rly.	E. Rly.	S.-E. Rly.
(e) Electric fans at stations (based on stations electrified at the time) . . . . .	..	52	56
(f) Raising of platforms . . . . .	67	65	12
(g) Surfacing of platforms . . . . .	662	116	25
(h) Improved drinking water arrangements . . . . .	126	33	72
(i) Bathing places on platforms . . . . .	31	25	6
(j) Latrines, Urinals etc. . . . .	378	90	117
(k) Benches on platforms . . . . .	421	294	169
(l) Foot over-bridges . . . . .	26	75	8
(m) Extensions to platforms . . . . .	43	236	177

20. The Committee feel that it is rather unfortunate that the other Railways should have taken such a long time to complete this survey, which is very essential, if the work is to progress satisfactorily on a planned basis. The figures furnished above by the three Railways indicate that a considerable ground is yet to be covered in regard to the provision of passenger amenities at stations. The Committee suggest that these figures for the other four Railways may be furnished as soon as possible. The Committee further recommend that the Railway Ministry should appoint a committee of one official and one non-official representing the Zonal Passengers Amenities Committee on each Railway to make a comprehensive survey indicating requirements, suggesting standardisation of equipment (such as, types of water coolers, nature of furniture, etc.) and maximum utilisation of indigenous material.

### C. Individual items of basic passenger amenities

21. The Committee will discuss under this head the individual items of passenger amenities which are necessary at Stations on all Indian Railways. They will indicate the progress made during the years 1951-52 to 1954-55 against the requirements as indicated by the survey. As the results are available only for three Railways, viz. Central, Eastern and South-Eastern, the Committee will confine their review to these three Railways only.

#### (a) PROVISION OF THIRD CLASS WAITING HALLS AND UPPER CLASS WAITING ROOMS:

22. At small stations waiting room facilities are provided for 67 per cent. of the maximum number of passengers dealt with at any one time, excluding the *Mela* traffic. The minimum floor area per passenger catered for in the waiting halls is 15 sq. ft.



23. Progress made by the Railways from 1951-52 to 1954-55 in this respect against the requirements is indicated below:

Railways	No. of stations where new constructions or extensions have been completed		No. of stations where constructions or extensions were necessary	
	III Class waiting halls	Upper class waiting rooms	III class waiting halls	Upper class waiting rooms.
Central . . .	39	10	273	9
Eastern . . .	27	7	326	16
South-Eastern . . .	19	12	192	57

24. The *Ad Hoc* Committee on Travel Conditions and Amenities for Passengers on *ex-Assam* Railway had received the following complaints and suggestions in regard to this matter:

- (i) There was no waiting hall or room to serve a particular class of passengers or women separately or that the room provided was not enough;
- (ii) There was no protection against wind and rain;  
On the other hand, in a few cases, complaints were made that walling or other protection raised to prevent rain made the waiting hall dingy and cramped and should be removed;
- (iii) Lack of benches or other furniture;
- (iv) Absence of latrines or urinals or dirty condition of the same.

25. As these complaints and suggestions are of a general nature applicable to all the Railways, the Committee recommend that they deserve careful attention of all the individual Railways. The Committee also recommend that the furniture to be provided in different classes of waiting rooms should be standardised, and steps taken to ensure that the same is provided according to the standards laid down. Material to be utilised should be indigenous, preferably from the Cottage Industries and should be inexpensive.

(b) PROVISION OF BENCHES FOR SEATING OF PASSENGERS AT STATIONS:

26. Progress made in this direction on the Central, Eastern and South-Eastern Railways against the requirements indicated by the survey is given below:

Railways.	No. of stations provided with benches during 1951-52 to 1954-55.	No. of Stations where provision was to be made
Central . . .	73	421
Eastern . . .	82	294
South-Eastern	Not available.	169

These figures indicate that the provision of benches is inadequate. It is understood that the Chief Engineer of the North-Eastern Railway has designed an economical type of bench by using old rails set in cement concrete and with wooden batons. If this design has proved useful on the North-Eastern Railway, the same may be extended on other Railways also.

27. In this connection, the Committee recommend that a simple arrangement of providing circular seats made of wood, earth or bricks around the trunks of shady trees on the platform may be adopted.

**(c) SUITABLE ARRANGEMENTS FOR LIGHTING WAITING HALLS AND BOOKING OFFICES:**

28. The Committee agree with the recommendation of the *Ad Hoc* Committee referred to above that there should be a minimum of one lamp in the waiting hall and this should be placed near the booking window. This minimum should be adhered to irrespective of the traffic dealt with, so long as the station is open for dealing with passengers by trains during the hours of darkness.

**(d) DRINKING WATER:**

29. In a hot country like India provision of clean and cool drinking water is a basic amenity, which must be provided at every station, irrespective of the volume of passenger traffic handled. A brief review of the progress made by the Indian Railways from 1951-52 to 1954-55 in making arrangements for drinking water and provision of water-coolers at stations is given below for each Railway separately.

*Central Railway.*—Arrangements for drinking water have been completed at 71 stations as against 126, where the improvements were found to be necessary. During hot weather, extra staff numbering 3,529 are engaged as watermen.

*Eastern Railway.*—14 stations have been provided with tube-wells as against 33 stations, where improvements were found to be necessary and adequate number of watermen have been provided at 344 stations. In addition 13 water-coolers have been provided at 7 stations.

*North-Eastern Railway.*—Arrangements for supply of drinking water to passengers exist at all stations. In addition to permanent watermen adequate number of seasonal men are engaged at all important stations to serve drinking water to passengers during the hot weather. On 16 trains over different sections of the Railway, arrangements exist for supply of drinking water to passengers by travelling watermen. Electric water-coolers have been provided at 17 stations.

*Southern Railway.*—(a) Earthen pots fitted with taps or water drums of 5 or 10 gallons capacity filled with good drinking water have been provided at all stations wherever a sufficient number of taps with good drinking water is not available.

In addition, watermen have been posted to distribute water to passengers on trains at certain stations, and they have been supplied with covered buckets and ladles for this purpose.

(b) Platform water trollies with 2 receptacles have also been supplied to important stations for the supply of water to passengers on trains and on the platforms.

(c) During summer months, a large number of additional watermen are appointed for serving drinking water to passengers on trains and on platforms.

(d) During summer months, villages at the following stations also supplied water to passengers voluntarily. They were supplied with necessary utensils for this purpose:—

- |                        |                     |
|------------------------|---------------------|
| (i) Nallur Road        | (vi) Koradacheri    |
| (ii) Sivakasi          | (vii) Ammapet       |
| (iii) Kalasapakkam     | (viii) Tiruverambur |
| (iv) Talaivasal        | (ix) Karunguzhi     |
| (v) Kandanur Puduvalay |                     |

(e) Water-coolers have been provided at 13 stations.

*South-Eastern Railway.*—Tube-wells have been installed at 6 stations as against 72 stations, where improvements were found to be necessary. Watermen have been provided at 173 stations and water-coolers at 8 stations.

*Western Railway.*—Arrangements for drinking water have been completed at 490 stations and 41 water-coolers have been provided at 29 stations. Out of these 4 coolers are on replacement account and small coolers of 40 gallons capacity are replaced by higher capacity ones.

*Northern Railway.*—Drinking water arrangements have been provided at 232 stations. In addition, a large number of additional watermen are appointed for serving drinking water to passengers on trains and on platforms during summer months.

30. Though the progress made in this connection is generally satisfactory, continued attention will have to be paid to this question throughout the Second Five Year Plan to improve the existing arrangements for the supply of drinking water at all the stations. Provision of tube-wells with hand pumps, water taps, suitable mobile trollies and also provision of electrically cooled drinking water at stations, where passenger traffic is heavy are some of the items, which will need continuous attention. As far as possible, water taps in sufficient numbers should be provided, and there should be electric coolers at all big stations. The system of distributing water through manual processes might be discontinued gradually. In regard to the provision of electrically cooled drinking water, the Committee suggest that a nominal charge be levied for providing the same, so as to avoid the possibility of the misuse of water for washing or bathing purposes. The Committee also suggest that the source of water supply at every station should be carefully checked by the Engineering and Medical Departments with a view to ensure that the water supplied for drinking purposes is free from physical, chemical or bacteriological impurities.

## (e) PROVISION OF LATRINES, URINALS AND BATH-ROOMS

31. Progress made by the Railways during the years 1951-52 to 1954-55 in providing urinals and bath-rooms at stations against the requirements is given below for Central, Eastern and South-Eastern Railways.

Railway	No. of stations where provision has been made		No. of stations, where provision was necessary	
	Latrines and urinals	Bath-rooms	Latrines and urinals	Bath-rooms
Central	(64)		378	31
Eastern	26	6	90	25
South-Eastern	9	..	117	6

32. The Committee note that on the Central Railway for the construction of 64 latrines, urinals and bath-rooms, Rs. 2.90 lakhs have been spent. The expenditure appears to be somewhat on the high side, considering the standard of amenities provided. The Committee suggest that a closer check should be exercised to keep the expenditure to the minimum on such items, so that the facilities may be provided at a greater number of stations within the allotted amount. So far as the road-side stations are concerned, the Committee recommend that cheaper type of latrines may be evolved in consultation with the All India Institute of Hygiene and Public Health. The ultimate aim should be to provide flush system everywhere.

33. At somewhat bigger stations, flush system of latrines should be introduced for ensuring better standard of cleanliness. It is often noticed that the latrines and urinals at stations stink badly due to inadequate attention being paid to cleanliness. The Committee, therefore, recommend the urinals and latrines should be regularly and frequently inspected by the sanitary staff, and that they should be thoroughly cleaned at regular intervals, making a liberal use of disinfectants.

## (f) PROVISION OF COVERED, RAISED AND EXTENDED PLATFORMS:

34. Progress made by the Central, Eastern and South-Eastern Railways during the years 1951-52 to 1954-55 in providing covered, raised and extended platforms at stations is indicated below:—

Railways	No of stations where improvements completed				No. of stations, where necessary improvements needed.			
	Covering of P. F.	Raising of P. F.	Extension of P. F.	Surfacing P. F.	Covering of P. F.	Raising of P. F.	Extension of P. F.	Surfacing P. F.
Central	37		(48)	156	122	67	43	662
Eastern	34	21	29	..	190	65	236	116
South-Eastern	35	33	3	..	30	12	177	25

35. Regarding the provision of foot-board level platforms, the representative of the Railway Ministry informed the Committee that the policy of the Railways was to provide such platforms only at suburban stations where the trains stopped for half a minute only or at big junctions having large volume of traffic. This was the first phase, which would be followed by similar facilities being provided at smaller stations. The Committee are of the opinion that irrespective of the height of the platform that is to be provided, a pucca platform surface should be provided at all stations. The provision should accordingly be made in the Second Five Year Plan.

**(g) PROPER BOOKING ARRANGEMENTS:**

36. Inadequate booking facilities at stations often result in heavy overcrowding at the booking windows at train timings and consequent delays in the issue of tickets. This causes discontent amongst the public and also increases causes of corruption. The Committee, therefore, recommend that there should be a periodical review of the booking facilities available at various stations including the period laid down for opening the booking windows before the arrival of the train. The number of booking windows should be increased wherever necessary or the period of keeping the existing booking windows open should be increased depending upon the volume of traffic handled. The feasibility of co-relating the volume of traffic with the number of booking windows and the duration of keeping them open, and laying down some definite criteria for the purpose should be examined by the Railway Ministry. A definite programme of introducing self-printing machines for the heavy booking stations should be chalked out and followed during the Second Five Year Plan.

**(h) PLANTING OF SHADY TREES:**

37. Planting of shady trees on the platforms at stations and provision of benches of wood, and/or bricks round the trunk of the trees should be given due attention. The Committee are of the opinion that the co-operation of the local people should be sought to obtain voluntary labour in providing these benches at the station platforms, in which case the problem could be solved practically without any cost or at nominal cost. The station staff should be encouraged to beautify the premises by developing strip gardens at the approaches to the stations and at the ends of the platforms.

38. The above review, which deals with only basic amenities to be provided at all the stations, indicates that the provision of these amenities, as laid down in the Railway Board's letter issued in August, 52, has not yet been fully implemented. The Committee, therefore, recommend that top priority should be given to the question of providing the basic amenities at small stations and that a definite programme should be chalked out with a view to ensure that the provision of these basic amenities is completed during the next three years.

39. In this connection, the Committee understand from the Report of the Ad Hoc Committee on Travel Conditions and Amenities for Passengers on ex-Assam Railway that the North-Eastern

Railway has classified stations under four separate heads for the purpose of passenger amenities.

*Class A.*—Model and very important stations and civil district headquarters, which deal with large passenger traffic.

*Class B.*—Sub-model stations, sub-division headquarters.

*Class C.*—More important way side stations including those whose passengers have to stay at night owing to the distance from the town etc.

*Class D.*—Other road-side stations with little traffic.

40. The Committee recommend that similar classification should be arranged on all Indian Railways and that in the programme of expenditure to be chalked out, after completing the basic amenities at all the stations, preference should be given to Class A downwards.

#### **D. Special amenities for passengers at stations**

41. In addition to the amenities enumerated above, additional passenger amenities are required to be provided at big stations where the volume of traffic handled is heavy. Each Zonal Railway has got a Passenger Amenities Committee consisting of 14 members with the General Manager or Senior Deputy General Manager as Chairman and Deputy General Manager (amenities) as Member-Secretary. The heads of Engineering, Commercial and Operating Departments of the Zonal Railway serve as members of the Committee. In addition, two members are elected by the Zonal Consultative Committee and six from the Regional/Divisional Consultative Committees of the Zonal Railway concerned. The representative of the Railway Ministry informed the Committee that in the revised set up arrangements had been made to put a representative for every region on the Amenities Committee, so that no Region was excluded. There would also be one woman member. In addition, representatives of agricultural interests, nominated by the State Governments, would be appointed to the Committee with the Minister's approval. The representative further added that the whole programme of works and all proposals received were placed before the Amenities Committee, which decided the order of priorities in the sphere of amenities. The Government instructions were that 50 to 60 per cent. of the allotted amount must be spent for amenities on smaller stations only. While the Committee do appreciate the efforts made to associate the representatives of the people in this matter, they feel that the task allotted to the Zonal Passenger Amenities Committee is too heavy. The Committee are of the opinion that there is considerable scope for de-centralisation in this respect also. The Committee therefore, recommended that there should be a Regional/Divisional Passenger Amenities Committee for each Region/Division and it is this body, which should indicate the priority to be allotted in providing passenger amenities at stations within that Region/Division. The tentative plan thus drawn up by the Regional/Divisional Passenger Amenities Committee should then be forwarded to the Headquarters and it would

then be the responsibility of the Zonal Passenger Amenities Committee to arrange the priorities *inter se* between the various Regions/Divisions. The representatives of the Regional/Divisional Amenities Committees should be given facilities to visit every station on the Region/Division with a view to assess the present standard of amenities and the additional requirements and to indicate the priorities.

(a) PROVISION OF FOOT OVER-BRIDGES:

42. Progress made by the Central, Eastern and South-Eastern Railways from 1951-52 to 1954-55 in providing foot over-bridges at stations against the requirements, as indicated by the survey is given below:

Railways	No. provided	No. of stations where necessary
Central . . .	4	26
Eastern . . .	5	75
South-Eastern . . .	7	8

43. The Committee hope that the question of providing foot over-bridges at stations, where necessary, will be given due attention, subject to the availability of funds.

(b) ELECTRIFICATION OF STATIONS:

44. According to the instructions issued by the Railway Board where electricity is available in the town, the station should also be electrified. The Committee hope that this policy will be pursued vigorously and recommend that if there are still any stations without electricity though the same is available in the town, provision should be made in the current year to electrify them.

45. The *Ad Hoc* Committee on Travel Conditions and Amenities for passengers on ex-Assam Railway noticed that at several electrified stations, the refreshment rooms have not been provided with electric light. This should invariably be provided. If necessary, it should be made obligatory for the Contractor to provide electric lighting, where it exists at the station.

(c) FACILITIES OF 'TOILET' AND 'WASH-UP AND BRUS-UP':

46. At Bombay V.T. a few toilet lavatories have been provided, attached to the waiting rooms for use on payment of a charge of one anna per passenger. No separate bath-room is provided, but passengers, who wish to have the facilities of bath towels and soap are charged four annas per head and for face towels and soap one anna per head. A 'wash-up and brush-up' has also been provided at Victoria Terminus and a passenger, who requires a towel and soap is charged two annas. These facilities are open to all classes of passengers. The Committee recommend that wide publicity should be given to these facilities so that the public particularly the lower class passengers may come to know and avail of them.

The Committee suggest that the scheme obtaining at Victoria Terminus may be introduced at other big stations, provided it proves to be self-supporting.

**(d) PROVISION OF SEPARATE TELEPHONIC AND VERBAL ENQUIRY COUNTERS:**

47. Enquiry Offices have been provided separately for telephonic and verbal enquiries at the counters at 13 stations of the Western Railway.

At Bombay V.T. and Howrah, although separate telephonic and verbal enquiry offices have not been provided, arrangements have been made, so that when one of the telephones is engaged, the call goes to the telephone, which is not engaged.

On the Central Railway, a proposal is now under consideration to introduce a separate telephone booth at Bombay V.T. and Nagpur with separate staff, so that enquiries over the telephone can be dealt with separately from those received at the counter.

The Committee suggest that the arrangement of having separate telephonic and verbal enquiry offices as in the Western Railway should be extended to other Railways.

48. It is sometimes noticed that the information available with the Enquiry offices on matters such as late running of trains, change in platform arrangements etc. is not quite up-to-date which causes inconvenience to the public. The Committee recommend that suitable steps should be taken to keep the enquiry offices up-to-date.

**(e) PROVISION OF LOUD-SPEAKERS IN BIG STATIONS:**

49. The Committee note that the Railways have made arrangements of loud-speakers at Broad Gauge stations to make periodical announcements about the arrival and departure of trains and about the use of platforms and other matters of interest to the public. The Committee have observed that these announcements on the loud-speakers are sometimes jarring and unintelligible. The Committee, therefore, recommend that the employees utilised for this purpose of making announcements should be carefully selected after testing their voice and that they should be given a brief preliminary training in the use of loud-speakers, so that their announcements may be clearly audible and pleasing to the ear and easily intelligible. Further there should be proper check up of loud-speaker equipment. Sometimes the announcements are not heard or there is an echo or they are far off from the centre of scene of activity. The Committee also recommend that these announcements from loud-speakers should be utilised for the purpose of social education (including hygienic habits) of the illiterate passengers. Stress should be laid on the various aspects of careful utilisation of the railway premises and the trains. Carefully worded phrases should be selected for this purpose, so that these announcements may become instructive without causing annoyance. The passengers may also be urged to form queues while entraining and detraining and to give preference to the detraining passengers.



(f) IMPROVED ARRANGEMENTS FOR DEALING WITH LUGGAGE:

50. The Committee recommend that there should be more left luggage offices, that the existing ones at bigger centres like Delhi should be strengthened and that they should be kept neat and tidy with proper stacking arrangements.

(g) BOOK STALLS AT RAILWAY STATIONS:

51. The Committee are glad to learn that the Railway Ministry had appointed a Committee, with which it was proposed to associate some literary people, who would advise the Railway Board regarding the quality of books to be stocked in the book-stalls at the stations. The Committee, moreover, suggest that more supervision should be exercised on the quality of the books that are stocked in the book-stalls at the stations.

(h) PROVISION OF PASSENGER GUIDES:

52. Passenger Guides are provided at certain selected stations on Indian Railways with the object of rendering assistance to passengers generally and to third class passengers particularly. The main duties of Passenger Guides are as under:

- (i) To direct passengers to the correct platforms and assist them in securing accommodation;
- (ii) To furnish correct information to passengers regarding train timings, late running of trains, train connections, catering *en route* etc.;
- (iii) To prevent harassment or inconvenience caused by licensed porters;
- (iv) To watch booking arrangements and ensure that tickets for correct destinations are issued and that passengers are charged the correct fares;
- (v) To ensure that ticket windows are kept open in accordance with the notices at the booking windows and that passengers are regulated properly at the booking counter in orderly queues and that passengers are attended to promptly; and
- (vi) To ensure that every courtesy and assistance is shown to the passengers.

The Passenger Guides are provided at the following stations:

**Central Railway:** Bombay V.T., Dadar, Kalyan, Poona, Agra Cantonment and Mathura.

**Eastern Railway:** Howrah, Sealdah, Asansol, Burdwan, Jasidih, Sakrigali Ghat, Gaya, Patna Junction, Bongaon and Ranaghat.

**Northern Railway:** Delhi Main, Ambala City, Saharanpur, Lucknow, Banaras City, Hardwar, Bareilly, Ludhiana, Jullundur, Amritsar, Allahabad, Kanpur, Tundla.

*North Eastern Railway:* Tinsukia, Siliguri Jn., Gonda, Sonapore, Katihar, Muzaffarpur, Allahabad City, Badarpur, Gorakhpur, Samastipur, Raxaul, Lucknow Jn., Bareilly City, Darbhanga, Manihari Ghat, Banaras City.

*Southern Railway:* Madras Central, Arkonam, Renigunta, Bezwada, Coimbatore, Madras Egmore, Trichinopoly, Madura, Dhanushkodi, Hubli, Guntakal.

*South Eastern Railway:* Kharagpur, Adra, Tatanagar, Raipur, Itwari, Waltair, Khurda Road.

*Western Railway:* Bombay Central, Surat, Ahmedabad, Ratlam, Agra Fort, Ajmer, Phulera, Mehsana.

53. This indicates that no provision of Passenger Guides has been made at stations on the ex-State Railways, such as Hyderabad, Surendranagar, Bhavanagar, Jamnagar, Rajkot, Jodhpur, Bikaner etc., though more than five years have elapsed since the integration took place. Obviously the progress of integration, in the real sense of the term, is extremely slow and needs to be more rapid in all directions.

54. It has often been noticed that the Passenger Guide is nowhere to be found, when his services are most required. The Committee suggest that a table and a chair for a Passenger Guide should be put at a convenient place in the Passenger Hall itself and a suitable legend "Passenger Guide" indicated prominently on the table. This will enable a passenger to locate the Passenger Guide, in case his services are required. It is not the intention that the Passenger Guides should remain glued to the Chair. They should frequently move about and visit the crowded areas, such as booking offices and platforms, where a train has just arrived or is about to leave and render assistance, wherever necessary. But after completing his round, he should come back to his post, so that any passenger in search of him can easily locate him. The Committee also feel that the employees selected for the post of Passenger Guides should have special aptitude for this type of work and that they should be recruited from amongst people with training in social services.

#### (i) SOCIAL EDUCATION THROUGH POSTERS MICROPONES, ETC.:

55. With the intention of educating the public to become more civic minded in regard to their behaviour on Railway premises and trains and to help them to know and make the best use of the facilities provided by the Railways, the Railway Administrations were directed in February, '55 to start a "Social Education Campaign" at stations as well as in running trains utilising suitable posters, loud-speakers and films as media of such education. The idea was to concentrate in the initial stages on certain simple and urgent aspects like reduction of noise and promotion of cleanliness and orderliness, to be followed up in due course with other aspects, for example queueing, discouragement of beggars and hawkers, elimination of foot-board and ticketless travelling etc.

56. The Committee very much appreciate this campaign of social education started by the Railways and they feel that the scheme has great potentialities. The Committee are of the opinion that, if the Railways take sufficient steps by way of educating the Passengers within the trains or on the platforms, much can be done to improve public hygiene. The Railway Ministry can legitimately ask the Ministries of Health and Education to give contributions to meet the cost of such propaganda. The Committee suggest the following media for imparting social education to the passengers at the stations or on the trains:

- (i) Suitable posters;
- (ii) Loud-speakers and Public address system;
- (iii) Films;
- (iv) Playing of gramophone records;
- (v) Suitable slogans to be inserted in the Railway Time-tables and Guides;
- (vi) Suitable legends to be inscribed in carriages of trains etc.

**(j) CLEANLINESS OF STATIONS:**

57. The Committee suggest that a special drive should be started on Indian Railways to improve the cleanliness of stations. There should be spittoons, refuse bins and other arrangements, so that the station-premises are not badly used. The floors of big stations should be cemented, washed daily and kept clean. Co-operation of the rail users should be enlisted through posters, loud-speakers etc. to keep the station premises clean. Railway staff at stations should be instructed to keep a special watch on the cleanliness of station premises. They should also be warned that any Railway employee found spitting or throwing away refuse carelessly would be punished. The Committee understand that on each Railway, the stations are divided into three categories, periodically inspected from the point of view of cleanliness and the best station in each category is given a cash prize, which is distributed amongst the staff. The Committee consider this a step in the right direction. There is yet considerable scope for improving the standard of cleanliness of the stations on Indian Railways.

**(k) PROVISION OF LOCKERS AT STATIONS:**

58. (a) The Committee recommend that suitable lockers should be provided at selected big stations on each Railway, so that the passengers, who come to such stations for short periods may keep their valuable belongings in these lockers, at a suitable charge, if they so desire.

**(1) PASSENGER AMENITIES AT STATIONS ON THE N.G.:**

58. (b) As mentioned in the Eighteenth Report of the Committee it is the intention of the Government to replace some of the N. G. lines by a wider gauge. In the mean time, however, the Passenger Amenities to be provided at the stations on the N. G. should not be overlooked. The Committee suggest that the provision of basic amenities at such stations should also be expedited.

### III. PROVISION OF PASSENGER AMENITIES ON TRAINS

#### A. Overcrowding in passenger trains

59. When a passenger buys a ticket, he makes the payment with the primary object of being transported from one place to another. The facilities that he gets at the originating or at the destination stations are only incidental from his point of view. The facilities that he gets during the actual journey are more important for him. At present, however, all the facilities, that the Railways offer to a passenger during his journey, are eclipsed to a large extent due to the state of chronic overcrowding in trains. The Committee are, therefore, sorry to learn that the Railways will be in position to provide for an increase of only 3 per cent. per annum in passenger miles carried against the original tentative provision of 6 per cent. per annum during the Second Five Year Plan. This would mean that no appreciable relief will be afforded as far as overcrowding is concerned. The Committee do hope that by making periodical appraisals of the requirements of the Railways, it would be possible to step up this provision further during the Second Five Year Plan period.

60. The Committee have already touched upon this subject in their 17th Report on "operation on Indian Railways". Here it is proposed to deal with the subject more exhaustively and to offer some more suggestions for improvement in eliminating overcrowding on trains.

#### (a) SECTIONS OF THE RAILWAYS, WHERE OVERCROWDING IS MORE PREVALENT:

61. As a result of the census taken by the Railways, it has been noticed that overcrowding is mostly confined to third class passengers. There is some overcrowding in second class also, whereas, generally speaking, there is no overcrowding in first class.

62. The Committee had asked the Railway Ministry to indicate the sections and trains in which overcrowding was prevalent. The Committee do not propose to reproduce the reply even as an Appendix, because it is too bulky. Suffice it to say that the list of trains, in which overcrowding is prevalent comes to 36 cyclostyled pages. It would, therefore, not be an exaggeration to say that chronic overcrowding in the third class is more or less a normal feature of all the trains. The Committee, therefore, recommend that the present Committee on suburban overcrowding should, as soon as it has completed its work, go into the question of overcrowding in passenger trains on all the Railways and suggest short term as well as long term measures to relieve the same. The Committee regret to observe that their recommendation to associate non-official element with that Committee has not been implemented. They hope that this will be done, when the new task referred to above is allotted to that Committee. If, for any reason, this Committee are not in a position to take this new work in the near future, the Committee suggest that this work may be entrusted to another Committee.

**(b) MEASURES TAKEN BY THE RAILWAYS FOR THE REDUCTION OF OVER-CROWDING:**

63. (i) The data collected was under active examination of the Railway Administrations for formulating priorities for providing relief, sectionwise, so that additional coaching stock and locomotives, as and when these become available, could be utilised in a systematic order of priority.

(ii) Steps were also in hand for the procurement of additional supplies of coaching stock and locomotives and for augmentation of line capacity, wherever this was also a limiting factor.

A statement showing procurement and expected deliveries of coaches is attached as Appendix II.

(iii) A statement showing new trains, which could be introduced by Railways within the next 12 months, where line capacity was not a limiting factor, depending, however, on the availability of requisite coaching stock and locomotives is enclosed as Appendix III.

(iv) Railway Administrations were instructed to run longer trains having 15 or 16 bogies, wherever feasible.

(v) Consistent with the availability of coaching stock, locomotives and line capacity and with due regard to the requirements of goods traffic, constant endeavours were being made to introduce additional train services and to extend the runs of existing train services on various sections where there was overcrowding.

64. The results are reflected in a steady increase in the passenger train miles, both on the Broad Gauge and Metre Gauge and the number of passengers per train as will be seen in the Table given below:

Years	Passenger miles (in thousands)		Passenger including mixed proportion train miles (in thousands)		No. of passengers per train	
	Broad Gauge	Metre Gauge	Broad Gauge	Metre Gauge	Broad Gauge	Metre Gauge
1	2	3	4	5	6	7
1938-39 . .	12,475,566	5,303,920	70,036	34,137	138	155
1939-40 . .	12,373,114	5,217,871	69,106	33,137	179	157
1940-41 . .	13,329,347	5,564,217	69,323	32,624	193	170
1941-42 . .	14,954,643	6,099,271	68,201	32,392	219	188
1942-43 . .	16,963,079	6,271,903	53,889	22,438	315	280
1943-44 . .	22,658,887	8,447,579	52,325	21,358	433	396
1944-45 . .	26,377,162	9,604,330	55,871	21,716	473	422
1945-46 . .	28,824,807	10,793,428	61,041	23,732	473	455
1946-47 . .	28,876,276	11,308,443	66,693	29,534	433	383
1947-48 . .	20,837,418	9,868,112	47,180	25,177	441	392

1	2	3	4	5	6	7
1948-49 . .	25,496,819	11,226,524	53,647	28,547	476	394
1949-50 . .	26,379,141	11,633,839	56,129	30,257	469	386
1950-51 . .	27,701,182	12,812,381	58,492	34,140	473	375
1951-52 . .	25,999,979	12,458,605	60,735	35,242	428	354
1952-53 . .	23,889,479	11,102,023	61,635	35,926	388	309
1953-54 . .	25,116,204	11,409,291	63,353	37,608	397	303
1954-55 . .	25,597,979	11,986,246	64,928	38,133	394	314

The number of passengers per train is only a very rough index of overcrowding, but it does serve the purpose of indicating the general trend, viz. whether the overcrowding has been decreasing or increasing. From the figures in the last two columns of the table given, it will be seen that the trend of overcrowding is more or less of the same pattern, both for Broad Gauge and Metre Gauge. Taking the figures for the Broad Gauge, it will be seen that the number of passengers per train started increasing with the commencement of the second world war and it reached the peak during the year 1944-45 and 1945-46. Then there was a set back, due to the disturbances, during 1946-47 and 1947-48. Again there was a further increase during the years 1948-49 and the figure continued to be high upto 1950-51. In 1951-52 and 1952-53, the figure showed considerable drop for two reasons: (a) due to passenger miles recording a drop, and (b) due to passenger train miles increasing further. This decrease was, however, arrested in the subsequent two years in spite of the increase of passenger train miles due to increase in the passenger miles. Thus it would be seen that the state of overcrowding has not shown any appreciable improvement during the years 1953-54 and 1954-55 in spite of the number of additional trains having been introduced. The pattern followed by Metre Gauge is also of more or less the same type. It will be seen from the figures of 1954-55 that both on Broad and Metre Gauge, the number of passengers carried per train was double the corresponding figures for 1938-39. This indicates the lee-way that is to be made by the Indian Railways to relieve overcrowding in passenger trains.

65. The figures, given below, indicate the number of additional trains introduced on Railways from 1.1.1955 to 31.12.1955.

Railways	No. of additional trains introduced	No. of existing trains, whose runs have been extended
Central . . . . .	20	3
Eastern . . . . .	10	20
Northern . . . . .	38	12
Southern . . . . .	46	34
North Eastern . . . . .	14	14
South Eastern . . . . .	2	6
Western . . . . .	2	16
	132	105

The above figures reveal that the number of additional trains introduced on the South-Eastern and Western Railway was extremely

low. The Railway Ministry should ascertain the reasons for this disparity and steps should be taken to make good the deficiency in the next time-table. The Committee are of the opinion that the various passenger amenities, including additional passenger trains introduced, should be on a reasonably uniform basis on different Railways and for B.G and M.G

(c) PROVISION OF SEPARATE SPACE FOR LUGGAGE:

66. The representative of the Railway Ministry informed the Committee that the experiment of providing separate space for luggage was carried on on the Calcutta-Delhi Mail, by providing a small coach to keep the luggage, but the results were not satisfactory. The representative, however, stated that in the corridor trains, which would be introduced, it would be possible, because the luggage would be within the sight of the passengers and therefore, they would be willing to put it in the space provided for the same. The Committee feel that, if the weight facilities are increased and if the luggage is delivered safely at the destination point, the passengers would be willing to have their luggage weighed and placed in the brake-vans. The Committee, therefore, recommend that facilities for the weightment of luggage should be increased at all the stations and that it should be ensured that the luggage booked by a passenger is invariably carried by the same train by which he travels. This will definitely encourage a passenger to book his luggage in the brake-vans rather than to carry it with him in the compartments much to the inconvenience of fellow-passengers including himself. Introduction of the vestibuled trains will, no doubt, facilitate this.

(d) ELIMINATION OF BEGGARS AND HAWKERS IN TRAINS AND AT STATIONS:

67. The Railway Ministry informed the Committee that the following action had been taken to check the beggars and hawkers nuisance on the Railways:

*Beggar nuisance.*—(1) Sainiks of the Railway Security Forces were given instructions that in addition to their duties, they would keep the beggars away from the Railway premises.

(ii) Special drives were launched by railways with the aid of police to clear beggars from railway premises.

(iii) Publicity was also undertaken by exhibition of notices in carriages and on platforms, seeking public co-operation and requesting the public to desist from giving alms to beggars in Railway premises.

(iv) Special 'beggars and hawkers squads' functioned on the Bombay suburban sections and over the Southern Railway. These squads were made up of Travelling Ticket Examiners and Sainiks of the Railway Security Force.

The Railway Ministry might urge the State Governments to establish "Beggar Homes" at big towns, where the beggars arrested at stations and in the trains might be sent for giving them some useful employment.

*Hawkers Nuisance.*—(i) Station staff, ticket checking staff and Government Railway Police had standing instructions to keep Railway premises and running trains clear

of unauthorised hawkers. Travelling Ticket Examiners in plain clothes were also utilised for apprehending unauthorised hawkers.

- (ii) with a view to obtaining public co-operation, hand bills in various regional languages were printed and distributed to passengers appealing to the public not to patronize unauthorised vendors. Similar small size posters had also been printed and exhibited at stations and in train carriages and press notices inserted in the newspapers.
- (iii) The scheme of posting one T.T.E. for every two coaches, which was at present in an experimental stage would, as and when it was extended, also help in eliminating the nuisance of beggars and hawkers on trains.
- (iv) Over the Southern Railway an experiment was in hand, of making announcements during the run of the trains by means of loud-speakers, requesting the passengers not to encourage beggars or unauthorised hawkers.

68. The Committee feel that in spite of the above action taken by the Railways, unauthorised beggars and hawkers travel unres-trained in trains. This shows that the Railway staff do not take serious notice of the instructions issued by the Railway Ministry. The Committee recommend that the Railways should take effective and energetic steps to enforce their instructions by taking the matter up with the defaulting staff and should see that the nuisance of beggars and unauthorised hawkers is eliminated in trains and at stations by enlisting the active co-operation of Railway Police and the State Government concerned. Co-operation of the travelling public may also be sought for this purpose.

#### (e) ELIMINATION OF FOOT-BOARD TRAVELLING:

69. The Railway Ministry informed the Committee that the following steps had been taken to do away with this evil:—

- (i) Notices and pictorial posters, requesting passengers to desist from travelling on foot-boards and depicting the danger of such travel, were exhibited at Railway Stations and in compartments of trains. Announcements exhorting passengers not to travel on foot-boards were also made through loud-speakers at stations, where these had been installed.
- (ii) Additional passenger trains were introduced, wherever feasible and required to relieve overcrowding. Similarly trains, which were overcrowded, were strengthened, as far as feasible, to provide more accommodation.
- (iii) Concentrated drives with the assistance of police were carried out against foot-board travellers, especially on suburban sections, where that dangerous and irregular mode of travel was rampant.

70. The Committee notice that foot-board travellers are liable to prosecution under section 118(2) of the Indian Railways Act, 1890, but very little action seems to have been taken by the Railways



in this respect. The Committee recommend that in addition to the concentrated drives with the help of Railway Magistrates, Police and checking staff, the Railways should provide shuttle trains for short distance travellers, wherever feasible. This will also relieve pressure on the long distance trains. Provision of diesel trains and rail-car should also be given serious consideration.

(f) ELIMINATION OF TICKETLESS TRAVELLING:

71. The Committee feel that, whereas overcrowding is a contributory factor to ticketless travelling, the latter also leads to overcrowding and as such, the Committee recommend that Railways should take effective steps to check ticketless travelling in trains and continue the experiment of having a ticket checker-cum-conductor for every two or three bogies on important trains, who could, in addition to checking the tickets of passengers, look to their convenience. If the experiment proves successful it should be progressively extended to other trains as well.

72. The Railway Corruption Enquiry Committee have dealt with this subject exhaustively and have suggested useful measures to combat this evil. The Committee have no doubt that the implementation of these measures will go a long way in reducing ticketless travelling on Indian Railways.

(g) RESERVATION FOR THIRD CLASS PASSENGERS:

73. The Committee are glad to note that the following measures have been taken by the Railway Ministry to improve the travel conditions of third class passengers.

- (i) Introduction of Janata Expresses;
- (ii) Reservation of sleeping accommodation;
- (iii) Facilities for reservation of sitting accommodation in third class; and
- (iv) Reservation of carriages on certain trains for long distance passengers only.

While appreciating the measures taken, the Committee feel that there is considerable scope for expanding these facilities with a view to relieve the present state of overcrowding. The Committee will deal with each item separately.

(i) INTRODUCTION OF JANATA EXPRESSES:

74. At present, there are 16 Janata Express trains running on the various Railways. Out of these only 2 are on the Metre Gauge and 14 on Broad Gauge. The Committee recommend that this wide disparity in the treatment of Broad Gauge and Metre Gauge should be removed and more Janata Express trains introduced on Metre Gauge lines.

75. Out of the 16 Janata Express trains, sleeping accommodation is provided only on 6 trains. The Committee recommend that early steps should be taken to introduce sleeping accommodation on all the Janata Express trains.

(ii) *Reservation of sleeping accommodation:*

76. Sleeper coaches are being attached to certain limited number of trains on Indian Railways for the benefit of third class passengers. The extra charges levied for this purpose are Rs. 3 per berth per night. The representative of the Railway Ministry stated that on some trains at least, these sleeper coaches were not being fully patronised, inasmuch as the occupation ratio was rather low. The Committee feel that this is due to two factors:

- (1) This facility has not been properly advertised and
- (2) The surcharge is on the high side.

The Committee would suggest that the surcharge may be slightly reduced, say Rs. 2 or Rs. 2-8-0 and the results of the same watched for some time. They also suggest that full publicity may be given to this facility afforded by the Railways to attract more patronage. Sleeping at night is an elementary physical need for an average man and the Committee feel that a large number of persons would be willing to pay a little additional charge, if this facility is guaranteed by the Railways. They have, therefore, no doubt that, given proper publicity and with slight reduction in the surcharge, adequate patronage for the sleeper coaches will not be found wanting. The Committee, therefore, recommend that provision of sleeper coaches should be made on all Janata Express trains and this should be progressively extended to other Mail and Express trains. The Committee further recommend that the facility for advance reservation of sleeping accommodation should be extended to 7 days.

(iii) *Facility for reservation of third class sitting accommodation:*

77. Inadequate number of passenger trains is no doubt one of the most important reasons for the chronic overcrowding on Indian Railways. The Committee, however, feel that lack of adequate facilities to plan the journeys in advance by making provision for reservations is also to a certain degree responsible for accentuating the condition of overcrowding on Indian Railways. The steps taken by the Railways to provide more facilities for reservation of sitting accommodation in third class is, therefore, a move in the right direction. The Committee recommend that these steps should be further augmented on the following lines:

- (a) Sitting accommodation in all the third class carriages should be clearly demarcated and serially numbered;
- (b) 60% of the accommodation in Janata Express trains should be earmarked for reservation in advance. Such reservation should be permitted from intermediary stations also to a limited extent;
- (c) Reservation should be permitted by all Mail and Express trains for third class passengers travelling over a distance of 100 miles or more. Suitable accommodation in the train for such passengers, who have secured reservation in advance should be guaranteed in all circumstances;
- (d) Provision should be made for advance booking by one week;

- (e) Complete co-ordination should be maintained between different booking Offices in the City;
- (f) A continuous propaganda requesting people to book early in order to avoid undue rush and overcrowding should be made through loud-speakers and the medium of Press and by posters and placards at different stations;
- (g) Strict instructions should be issued to the ticket checking staff to ensure that passengers, who have not reserved their accommodation in advance, do not occupy the seats earmarked for the passengers, who have booked their seats in advance;
- (h) Indication boards should be fixed prominently on the carriages in which accommodation is reserved for passengers travelling over a distance of 100 miles and above. These indication boards should be in English as well as in the regional language concerned; and One Travelling Ticket Examiner in the lowest grade should be put in exclusive charge of every carriage reserved for long distance passengers. It will be his duty to see that no unauthorised passengers enter the carriage causing inconvenience to the passengers, who have reserved their accommodation in advance. He will also look after the comforts of the passengers and see that the carriage reserved is kept clean and watered properly at regular intervals. The Committee are of the opinion that the posting of a T.T.E. for such a carriage would not be an undue burden on the Railways, because the expenditure on this account will be more than covered by the reservation fee of As. 4 per passenger to be charged by the Railways.

78. The above arrangements will have at least one advantage viz. that those passengers, who want to travel in third class for more than 100 miles will be able to secure seating accommodation without exposing themselves to the ordeal of serious overcrowding, provided they take the trouble of securing the reservation in advance.

(iv) *Reservation of carriages for long distance passengers only:*

79. At present, the Railways do reserve accommodation for long distance passengers; but there is no uniformity in this respect. The Committee have, therefore, suggested above that in future reservation should be permitted for passengers travelling for hundred miles or above in all Janata Express trains, Mail trains and Express trains. The feasibility of extending this facility in ordinary passenger trains also should be examined by the Railway Ministry.

80. The Committee are glad to learn from the reply to the debate in Lok Sabha by the Railway Minister on the 7th March, 1956 that in the next 12 months, 500 additional carriages and 50 additional engines would be pressed into service on the Metre Gauge and 200 carriages and 30 engines on the Broad Gauge to relieve overcrowding.

81. As the new H.A.L. carriages are more comfortable for the passengers, travelling more than hundred miles, the Committee recommend that these should be more or less evenly distributed over

the various Railways in the following order of priority, (i) Janata Express; (ii) Mail and Express trains and (iii) Other passenger trains.

**(h) PROVISION OF THROUGH CARRIAGES:**

82. The Committee suggest that the Railway Ministry should adopt a more liberal policy in providing through carriages, particularly for such destinations for which a change of train is required at junctions at inconvenient time during night.

**B. Passenger amenities in coaching stock**

83. The Committee are glad to learn that the standards of amenities to be provided in different classes of coaching stock for Broad and Metre Gauge have more or less been standardised by the Railway Ministry. The schedule of amenities fixed by the Railway Ministry for coaching stock of both Broad and Metre Gauge is enclosed as Appendix IV.

84. Improvements made in coaching stock on Indian Railways individually during the year 1951-52 to 1954-55 and the expenditure incurred thereon are indicated in Appendix V.

**C. Vestibuled trains for third class passengers**

85. With a view to afford more comfort to long distance third class passengers, a weekly vestibuled Janata train has been introduced between Howrah and Delhi from 2nd October, 1955 as an experimental measure. The train has 12 bogies in all, vestibuled from end to end and the ladies compartments are situated next to the brake-vans at either end. A sleeping car is also provided, in which sleeping accommodation can be reserved on payment of a surcharge of Rs. 3 per night per berth. A separate compartment in the train has also been earmarked for watermen, so that drinking water can be distributed during the entire run of the train. Loud Speakers have been installed in the compartments for broadcasting music etc. The vestibuled carriages have the following advantages:

- (i) Passengers can move from one compartment to another, while the train is in motion. This helps to even out congestion in a particular coach.
- (ii) As the dining car is also a part of the vestibuled stock, passengers can have their meals as and when they desire.
- (iii) Continuous supply of drinking water is facilitated.
- (iv) The checking of tickets becomes more effective.

86. The representative of the Railway Ministry informed the Committee that the vestibuled Janata train introduced between Delhi and Calcutta was very popular and well-patronised and that three more rakes had been ordered, which, when ready, will ply between other important cities. The Railway Board aimed at running such rakes on every section one each and if the people continue to like these trains, future manufacture would be of this type.

### D. Miscellaneous

#### (a) CLEANLINESS OF THIRD CLASS CARRIAGES:

87. The Railways have provided free service of cleaning the carriages including the latrines at various important stations on the line. Due to the chronic overcrowding in third class carriages, this facility is normally made available only to the upper class passengers. The Committee were, therefore, glad to learn from the representative of the Railway Ministry that in the vestibuled Janata trains two sweepers have been posted, so that they can go on cleaning the carriages throughout the run as and when necessary. The Committee further recommend that the cleaners and sweepers provided at stations on the line should be given instructions to clean third class carriages also wherever feasible. This should at least be possible in the case of third class sleeper coaches and the carriages earmarked for long distance passengers in which accommodation is reserved. The ultimate aim should be to ensure that all the third class carriages are cleaned at these intermediate stations, where free service is provided.

#### (b) INSANITATION OF THE LATRINES AND SHORTAGE OF WATER IN THIRD CLASS COMPARTMENTS:

88. The representative of the Railway Ministry informed the Committee that there had been a persistent drive in this direction and he added that the water tankage in the third class carriages had been increased, so that more water could be stored. Suitable arrangements had also been made to provide such fittings as would ensure that the water tap would be automatically closed after use. In spite of these steps taken, the complaints in this connection continue to be persistent. The Committee, therefore, suggest that this question be examined thoroughly by a small committee, which should also examine the feasibility of revising the present design of latrines, wash-basins, water pipes and storage tanks, provided in the third class carriages. It should also examine the arrangements for closing the doors and windows and the lighting arrangements in third class carriages and suggest improvements, wherever necessary.

#### (c) PROVISION OF TOURIST CARS:

89. India is a country which is profusely studded with places of historical, cultural, archaeological and religious interest. Many tours are, therefore, undertaken by group of persons including students to visit such select places. For the facility of such parties, liberal provision of tourist cars is necessary. The first priority should, of course, be given to the third class tourist cars and then to the upper class tourist cars. The Committee, therefore, suggest that each Railway should have, to begin with, at least two to three tourist cars (for Broad and Metre Gauge separately). This number should be progressively increased according to the availability of resources.

#### (d) PROVISION OF CAMPING COACHES AT SELECTED STATIONS:

90. As mentioned earlier, the British Railways provide camping coaches at specially selected places for the convenience of holiday-travellers and sight-seers. Most of these coaches are suitably converted or rebuilt old stock, which are not fit to run on regular

trains. The Committee recommend that these facilities should be provided by the Indian Railways also. An experiment may be tried at a few selected stations and extended further, if it is well-patronised.

## IV. CATERING ON INDIAN RAILWAYS

### A. Introduction

91. India, being a vast country, passengers travelling by rail have often to depend upon the food served at the stations or on the trains during the course of their journey. Provision of cheap and wholesome food to the passengers is, therefore, a matter of considerable importance. Inadequate provision of other types of amenities might result in a temporary physical discomfort for a few hours; but supply of unwholesome food would affect the health of the passengers permanently. It is, therefore, very essential for the Railways to ensure that the quality of food supplied to the passengers during their journey is good and also that it is supplied to the passengers in hygienic conditions and at a reasonable rate so as to be within the reach of the common man.

92. The quality of food supplied on Indian Railways has often been found to be unsatisfactory with the result that a large number of complaints are voiced from responsible sections of the public both in the Lok Sabha and outside. In response to these complaints, the Minister for Railways appointed a Committee with Shri Alagesan, the Deputy Minister for Railways and Transport as the Chairman to examine this problem from various aspects and offer suggestions for improvement. This Committee, which submitted its Report on the 13th November, 1954, made the following pertinent observations:

“The Committee are, therefore, convinced that the catering contractors have failed to give satisfactory services in their endeavour to make the maximum profit ignoring the needs of the average passenger who requires clean and wholesome food satisfactorily served at a reasonable price.....”

“The Committee feel that some catering contractors, who have large holdings, are not in a position to exercise adequate personal supervision over their establishments spread over a wide area to pay due attention to public complaints and to take adequate remedial measures.”

93. After carefully examining the state of affairs in the contract catering establishments, the Alagesan Committee recommended the following steps to achieve the desired improvement in contract catering on the Railways:—

- (i) Railways with no departmental catering should start an experiment with an economic departmental catering organisation, so as to set the standard and service as a model;
- (ii) The holdings of contractors should be compact and of a manageable size and the existing large holdings, which

have resulted in unsatisfactory service should be reduced;

- (iii) Railway Administrations should ensure more effective supervision and take prompt and vigorous action for unsatisfactory service.

## **B. Introduction of Departmental catering and reduction in the number of holdings of Contractors**

94. The majority of the catering establishments on Indian Railways are at present entrusted to private contractors; departmental catering, however, being partially in operation on the Southern, South-Eastern and Eastern Railways. Departmental catering has also recently been introduced at Delhi and Pathankot stations of the Northern Railway with effect from 1-10-1955.

95. The broad policy indicated by the Alagesan Committee on catering, as outlined above, has been accepted by the Government and is being followed. In pursuance of this policy, departmental catering has been introduced at Delhi and Pathankot stations of the Northern Railway from 1-10-1955 and at Gorakhpur on the North-Eastern Railway from 1-2-1956.

Departmental catering at the following additional stations was also proposed to be introduced from 1-4-56:—

Railway	Stations
Central . . . . .	Nagpur, Wardha, Bhusaval and Jhansi.
Western . . . . .	Ratlam and Mehsana.
Eastern . . . . .	Asansol, Gaya, Patna and Moghalsarai.
South-Eastern . . . . .	Khurda Road, Cuttack, Bilaspur, Taranagar and Waltair.

Departmental catering is further scheduled to be introduced at the undermentioned stations by 31-3-57:—

Northern Railway . . . . .	Allahabad, Lucknow, Kanpur and Moradabad.
Eastern Railway . . . . .	Howrah and Sealdah.
South Eastern Railway . . . . .	Raipur.
Central Railway . . . . .	Bombay V. T. and Poona.
Western Railway . . . . .	Bombay Central and Ajmer.

The Committee note that only one point has been chosen on the North-Eastern Railway for the introduction of Departmental catering. They recommend that a few more points should be chosen for the purpose.

96. The Committee give below the figures of losses incurred by the Eastern and Southern Railways in Departmental Catering during the last four years:

Railway	1951-52	1952-53	1953-54	1954-55
	Rs.	Rs.	Rs.	Rs.
Eastern . . . . .	2,89,359	1,90,764	2,93,185	Not available
Southern . . . . .	4,26,763	6,56,689	4,25,123	3,17,45



These figures reveal that Departmental catering has been running at a loss on both the Railways, though there is one redeeming feature viz. that the losses on the Southern Railway are gradually decreasing. On the Eastern Railway, however, there is a rise in the loss in 1953-54 and the position requires close watching. The Committee are glad to note the assurance given by the Railway Minister in his budget speech on 23rd February 1956, that every effort will be made to see that Departmental catering covers costs.

17. The Committee are in agreement with the opinion of the Railway Corruption Enquiry Committee that wherever possible departmental catering should be introduced, that the big contracts should be broken up and that healthy competition between departmental catering, local catering contractors and contracts run on co-operative basis would act as a "spur" to attain and maintain high standard and efficient service. The Committee have, however, received a number of representations that while the refreshment rooms and vending stalls etc. are being taken over from the contractors for introducing departmental catering, the lower categories of staff previously employed by the contractors are being thrown out of employment. The Committee suggest that the Railway Ministry should give some preference to such persons while filling up vacancies in their new catering establishments.

98. The Indian Railway Delegation to the Soviet and other European Railways recommended that the most suitable organisation for catering on Indian Railways would perhaps be one which would retain the advantages of the departmental system and at the same time be run on commercial lines and that it could be secured by entrusting catering to a company composed of the Railways and private enterprise with the former having a controlling interest. The Delegation further recommended that catering by such a company may be tried in the first instance in a limited area, say, a division or a region of a Railway. The Committee suggest that this experiment should be given a trial in one or two divisions.

99. The representative of the Railway Ministry informed the Committee that orders have been issued and would come into effect from 1st April 1956 to reduce the extent of holdings to 12 refreshment rooms and seven vending contracts per contractor. The representative, while admitting that 12 was a high figure, added that some refreshment rooms did not pay and if the bigger and smaller ones were combined it might be a unit which would pay, otherwise in the less important places they would disappear and departmental catering would have to be introduced. For that reason a slightly high holding in case of refreshment rooms seemed desirable. Another reason for keeping the upper limit so high was that the dining cars on the trains were being run on contract basis and it facilitated replenishment of material for these cars, if the same contractors had a number of refreshment rooms *en route*. Now that it is intended to run the dining cars departmentally, this reason would no longer be valid. The Committee therefore, recommend that to begin with the upper limit of holdings should be reduced to 6 and not 12. This should be progressively reduced to 2 only in about five years' time. This reduction in the number of holdings is necessary,

because a contractor with a large number of contracts at a number of stations will not be able to devote his personal attention and will work through various other people by subletting the contracts.

100. The Committee further recommend that the Departmental catering on the Railways should be run on 'no profit and no loss basis, on the lines recommended by the Alagesan Committee on catering and that the Railway Administrations should keep a very close watch and have effective supervision over the departmental catering centres.

101. The Committee also recommend that the Railways should introduce the sale of cheap hygienic food packets, as done at stations on the Southern Railway, at important stations on Railways in Northern India, as the same are likely to be better patronised by the passengers in general and third class passengers in particular.

### C. Catering by Co-operative Societies

102. The present position is that no preference is given to Co-operative Societies in the allotment of contracts, but at the same time, there is no bar to contracts being let out to such Societies, who have to take their chance with other applicants, whenever contracts fall vacant.

103. The question of giving preference in the matter of award of contracts to Co-operative Societies of vendors was considered by the Alagesan Committee, who felt that this was not a practicable proposition. In this context, the following extract from para 65 of the Report of the Alagesan Committee is relevant:

".....The vendors to be able to give satisfactory service have to function individually and Co-operative Societies as such have no proper machinery for exercising supervision over the business of individual vendors. In fact, what little experience the Railways already have of the working of the Co-operative Society of vendors at Ghaziabad for example indicates that there is constant recrimination and mutual bickering among the members of the Society, so much so that they have had to resort to litigation. There have been complaints, counter complaints, hunger strikes etc. among the vendors forming the Co-operative Society, and there is little indication of the Society being well-managed."

104. Vending contracts are at present given to only two Co-operative Societies on the Northern Railway alone. A recent comparative study of the functioning of these Co-operative Societies by the Northern Railway revealed that the Co-operative Societies are in no way better than the private contractors regarding the prices charged for foodstuffs, the quality thereof and the standard of service. The number of complaints received against the Co-operative Societies are about the same as against ordinary vending contractors. In one respect, however, the Co-operative Societies are at a disadvantage, as there have been internal disputes amongst their members.

105. The Railway Corruption Enquiry Committee in para 86 of their Report recommended that wherever possible, co-operative societies of vendors should be given permits to vend eatables and

snacks at certain stations. Initial failures in this should not deter the administration from encouraging co-operatives.

106. The Committee, while appreciating the difficulties in the management and working of co-operative societies in running the vending contracts, are inclined to agree with the recommendation of the Railway Corruption Enquiry Committee in this respect, and suggest that the employees of the private catering contractors displaced by introduction of departmental catering may be encouraged to run the vending contracts on co-operative basis. Local public men and representatives of the passenger Associations may also be associated with these co-operative societies. The work of catering may also be given, at selected places, to women's organisations and other social service organisations.

#### **D. Sub-letting of catering and vending contracts**

107. The Railway Board issued instructions to the Railways in 1951 that all station vending and Refreshment Room contracts were to be awarded for a period of 3 years and for Restaurants and Restaurant Cars for 5 years. It was provided that contracts were liable to be summarily terminated in the event of a breach of the conditions including unsatisfactory service, sub-letting or any other improper act. Railways were asked to be particularly strict in dealing with the sub-letting of a contract, which was totally prohibited.

108. The Alagesan Committee referred to earlier observed as under in this connection and recommended that apart from reducing the size of holdings of contracts, the number of salesmen per vendor or per platform should also be carefully fixed and strictly enforced to prevent any scope of sub-letting of contracts.

"Several specific complaints in this connection came up for consideration by the Committee. From the material made available to them, it appeared that contractors were making nominal monthly or annual payments to the Railway and deriving huge profits out of these contracts by subletting them to vendors or salesmen at exorbitant rates. These vendors and salesmen were supplied with articles for preparing sweets and other eatables, at a price much higher than the market price. The result was short weight and higher charges on the sales by the vendors to the passengers. These sub-lessees were invariably being shown by the contractors as their employees, although, in fact they were not employees in the correct sense of the term. By charging many times the licence fees payable to the Railway, the contractors have been indulging in profiteering on a large scale. After examining all the data and the material available in this context in the Railway Board's Office, the Committee came to the conclusion that subletting particularly in the field of vending was frequently and freely being resorted to by some contractors, although the representatives of the catering contractors at their meeting with the Committee had asserted that so far as they were concerned, there was no subletting and that the discharged employees of contractors often came forward with the

complaint that the contract had been sublet to them. The representatives had agreed, however, that a contractor found subletting his contract should be black-listed and disqualified from holding any contract on any Railway."

109. The Railway Corruption Enquiry Committee also recommended in para 79 of their Report that the clause about subletting in catering agreements must be strictly enforced and that the system of absentee middlemen making profits by merely investing little capital and having influence in high quarters, however acquired, must be abolished.

110. The representative of the Railway Ministry informed the Committee that the limits of big contractors were being cut down and this was bound to improve the position in regard to subletting.

111. The Committee note with concern that though the orders against subletting of contracts were issued by the Railway Board as far back as 1951 the evil continued unabated as reported by the Alagesan Committee on catering and the Railway Corruption Enquiry Committee. The Committee recommend that the Railway Board should take immediate steps to eliminate the evil on the lines recommended by the Alagesan Committee.

#### **E. Grant of catering contracts to local people**

112. The policy so far followed in the award of contracts has been that in regard to large stations, including important junctions and big terminal stations, where considerable traffic is interchanged or booked, vending contracts including catering at stalls are normally given only to suitable professional and experienced caterers of good standing. At other stations, including small and way-side stations contracts are normally awarded to local professional men including experienced refugee caterers or vendors settled in the area.

113. Catering contracts for Refreshment Rooms, Restaurants, Restaurant/Dining Cars etc. are usually awarded to hoteliers or catering firms of repute having adequate experience and whose ability to render satisfactory service is established.

114. The Alagesan Committee on catering had considered this matter and expressed the view that in awarding contracts, the appointment of suitable local men with requisite experience of catering should be encouraged.

115. This recommendation has been accepted by Government and steps are being taken to encourage local men to take up even the bigger units, such as Refreshment Rooms etc. The Committee hope that the recommendation will be implemented on all the Railways without undue delay.

#### **F. Licence fees for Catering and Vending Contracts**

116. The question of licence fees was examined by the Railway Board in 1951 and instructions were issued to the Railway Administrations that reasonable licence fees and rent for accommodation and

other facilities provided by the Railways should be recovered from the contractors. Such fees were to be determined after taking into consideration local conditions and other relevant factors including the volume of business and the margin of profit. The Railway Board, while approving certain enhancements in licence fees, as recommended by the Railways, considered that there was room for increase in those fees in future and emphasised the need for the revision of the fees each time a contract was renewed or let afresh.

117. The Alagesan Committee collected detailed data in this connection and found that variations from Railway to Railway were wide and pointed out that despite the directive of the Railway Board the quantum of licence fees and rent on the different Railways varied.

118. The representative of the Railway Ministry informed the Committee that the licence fees had been fixed in the past on *ad hoc* basis and varied from station to station and Railway to Railway. The latest instructions of the Railway Board were that licence fees should be fixed in consonance with the turnover. The matter was under examination on each Railway by the Chief Commercial Superintendent and the Chief Accounts Officer jointly, who would assess the turnover and determine a reasonable fee.

119. The Committee suggest that it would be more useful, if each Zonal Consultative Committee appointed a sub-committee to study the whole problem to determine as to what should be the policy to be adopted in this regard.

120. At a later stage, there should be a joint conference of the sub-committees of different Railways to evolve certain uniform principles for all India purposes and with their advice in hand the Railway Board should frame the right type of policy for the guidance of the individual Railway Administrations.

### G. Restaurant/Dining Cars on Railways

121. Restaurant/Dining Cars are at present provided on the following important trains on the Indian Railways:—

Railway	Trains on which Restaurant Cars are provided	Trains on which Dining Cars are provided
Western	31 Dn./32 Up Frontier Mail.	
North-Eastern		301 Up/302 Dn. Tirhut Mail. 303 Up/304 Dn. 319 Up/320 Dn. 305 Up/306 Dn.
Southern	601 and 602 901 and 902	

Railway	Trains on which Restaurant Cars are provided	Trains on which Dining cars are provided
Central	11 Dn/12 Up Madras Express. 1 Dn/2 Up Punjab Mail. 9 Dn/10 Up Madras Mail. 5 Dn/6 Up Calcutta Mail. 41 Dn/42 Up Calcutta Mail. 301 Dn/302 Up Deccan Queen.	15 Dn/16 Up G. T. Express. 17 Dn/18 Up. Annapoorna Dining Car.
Northern	61 Up/62 Dn. 73 Up/74 Dn.	63 Up/64 Dn. 401 Up/402 Dn. 3 BBB Up/4 BBB Dn.
Eastern	61 Up/62 Dn. (Howrah-Delhi-Kalka Mail). between Howrah-Delhi. 73 Up/74 Dn. (Howrah-Amritsar Mail). between Howrah & Moradabad.	63 Up/64 Dn. (Toofan Express). *69 Up/70 Dn. (Link Express).
South Eastern	*42 Up/41 Dn. (Bombay Mail). *43 Up/44 Dn. (Madras Mail).	
	*(Run departmentally).	

The proposal for extension of Restaurant/Dining Car facilities on the Railways is under consideration of the Railway Board. The designs for the proposed B.G. and M.G. Dining Cars and Restaurant Cars have been approved in consultation with the National Railway Users' Consultative Council.

122. The Alagesan Committee appointed to examine all aspects of catering arrangements and service on Railways, observed as under:

"Having inspected the different types of Indian style dining and buffet cars now running on Indian Railways, the Committee felt that the present arrangements were generally unsatisfactory and that, in future, there should be provision for only two types of dining cars—one designated "Restaurant Car" and the other "Dining Car". Restaurant cars should be full dining cars catering mainly in the Western style as at present running on all important long distance mail and express trains having fairly heavy upper class passenger traffic and tourist traffic in particular. The dining cars catering mainly in the Indian style should also have larger seating accommodation."

123. The Committee are in full agreement with these recommendations of the Alagesan Committee and hope that they will be implemented without undue delay.

#### H. Prices of Meals

124. Standard menu and standard price for the Indian style meals in refreshment room was evolved by the Alagesan Committee and

these have been brought into force from the 1st September, 1954. Copy of the Railway Board's letter No. 1026-TG/54, dated the 31st July, 1954 on this subject is enclosed as Appendix VI.

125. In regard to the standardisation of menu and prices for the Indian style meals in Indian style dining or buffet cars the Alagesan Committee had recommended that the Railways should examine this matter, which should thereafter be considered by the Railway Board in consultation with the Commercial Committee on an All India basis. The Committee understand that the matter has since been finalised and instructions issued by the Railway Board on the 19th December, 1955, that the standard menu served by the Indian style dining or buffet cars will be the same as for the Indian style meals in refreshment rooms with -/4/- extra per meal. The Committee recommend that standard menu and standard price should be fixed on all India basis for Western style meals also.

126. While on the subject the Committee recommend that strict supervision should be exercised to ensure that utensils and cooking arrangements are kept separate for the preparation and serving of vegetarian and non-vegetarian dishes.

## V. FIVE YEAR PLAN OF PASSENGER AMENITIES

127. The Committee do appreciate the efforts made by the Railway Ministry to provide improved amenities for passengers during the First Five Year Plan and the steps taken by them to associate the representatives of the public in the formulation of priorities in regard to the passenger amenities. The Committee are glad to note the following comments made by the Passenger Amenities Committee of the Eastern Railway on the 1954-55 programme:

"On behalf of the members of the Sub-Committee, Shri Biswanath Das conveyed a hearty vote of thanks to the Chairman and his associates for the manner in which the proceedings had been conducted and the amount of consideration given to the various details of requirements of the members of the travelling public. It was gratifying to note that all officials had been alive to the needs of passengers and appreciated their view point, for all requests in this direction had been carefully examined in formulating plans, which were in accord with the views of the Committee. He felt that there was identity of views in a substantial measure on all major issues which indicated the right approach to such problems, which he thought had not been so discernible in the past. He hoped that instructions would be passed down to the subordinate officials to try to appreciate the view point of passengers and meet their requirements as far as possible."

128. A perusal of the pamphlet "Towards better conditions of Travel" and a scrutiny of the expenditure incurred on different items of amenities indicate that the stress laid by the different Railways in the provision of amenities at the stations or in the trains varies from Railway to Railway. It has also been noticed that the provision of basic amenities at all the stations, as laid down in the Railway Board's directive issued as early as in August, 1952 has not yet been completed. The progress in this respect has also varied from Railway to Railway. In view of these factors and also in view of the fact that the resources available at the disposal of the Railways are limited, the Committee feel that there should be a well-integrated plan for the provision of passenger amenities on all the Indian Railways for the Second Five Year Plan period. The Committee give below the broad indications in regard to the formulation of this plan, on the basis of what has already been stated earlier:

- (i) Each Railway should group all the Stations under four categories, A, B, C, and D, for the purpose of providing passenger amenities.
- (ii) The scheme to be drawn up should be such as to complete the provision of basic amenities, as laid down by the Railway Board's directive issued in August, 1952, at all the stations within a period of 3 years. The provision of additional amenities at more important stations should be catered for only after full provision has been made for the basic amenities.



- (iii) The order of priorities to be given for the provision of extra amenities at the stations on Region/Division should be indicated by a Regional/Divisional Amenities Committee to be appointed for this purpose.
- (iv) The proposals of the Regional/Divisional Amenities Committees should be scrutinised by the Zonal Passenger Amenities Committee, who should draw up the final scheme for the entire zone. The scheme should indicate the works to be provided and the expenditure to be incurred for each year as also for the entire Five Year period.
- (v) The schemes of the individual Railways should then be integrated at the Railway Board's level.
- (vi) The Railway Board should then publish an integrated scheme of Passenger Amenities during the Second Five Year Plan and this scheme may be incorporated in the pamphlet "Towards better conditions of Travel" at the time of the next Budget.
- (vii) It should be made one of the responsibilities of the Deputy General Manager (Amenities) to watch the physical progress of the various items of amenities undertaken and see that they are progressing satisfactorily. The Divisions/Districts should submit periodical reports of the physical progress made to enable him to keep a close watch.

NEW DELHI,  
The 22nd March, 1956.

BALVANTRAY G. MEHTA,  
Chairman,  
Estimates Committee.

## APPENDIX I

### *Passenger amenities provided during the First Five Year Plan*

Serial No.	Nature of amenity	Work completed No. of Stations	Work in progress No. of Stations
<i>Central Railway</i>			
1	New III Class Waiting Halls or substantial improvements thereto . . . . .	55	29
2	Cover over Platforms . . . . .	45	15
3	Lengthening, widening and/or raising of platforms . . . . .	59	21
4	Improvement of Platform surface . . . . .	160	20
5	Water taps on Platforms . . . . .	29	2
6	Electric water coolers—provision of . . . . .	24	3
7	Improvements to circulating area and approach road . . . . .	36	22
8	New Refreshment Rooms, Tea stalls or substantial improvements thereto . . . . .	65	15
9	Provision of latrines and urinals . . . . .	79	22
10	Electrification . . . . .	59	12
11	Provision of fans . . . . .	1555 fans in 219 coaches (III class). 259 fans in 36 coaches (III class) of E. M. U. stock. 614 fans in 134 coaches Inter Class (Present II).	
	Improved lighting in coaches . . . . .	382	
Stations at which amenities were or are being provided at a total estimated cost of approximately Rs. 10 lakhs or more are given below. At these stations, comprehensive improvements have been effected or are in hand including waiting facilities, improved water supply and sanitation, platform covers etc. The stations are : Dadar, Nagpur, Mathura, Jabalpur, Sholapur, Raja-ki-mandi, Agra Cantt. and Nasik Road.			
<i>Eastern Railway</i>			
1	3rd class coaches fitted with fans . . . . .	453	
2	Sleeping berths provided in Janta Express trains between Howrah and Delhi. . . . .	54 daily.	
3	No. of stations where new waiting halls are provided or existing ones extended . . . . .	27	
4	Stations provided with platform covers . . . . .	34	
5	Stations where platforms have been raised . . . . .	21	
6	Stations where platforms have been extended. . . . .	29	
7	No. of stations where drinking water arrangements have been improved . . . . .	358*	
8	No. of stations provided with water coolers . . . . .	7	
9	No. of stations electrified . . . . .	61	

\*This has been done by provision of additional watermen and by providing tube-wells where there is difficulty about getting water.

S. No.	Nature of amenity	No. of stations
<i>Northern Railway</i>		
1	Covered sheds over passenger platforms	228
2	Passenger waiting Sheds . . . . .	14
3	Class III Waiting Rooms and Halls	196
4	Upper Class Waiting Rooms . . . . .	55
5	Electric fans for Class III Waiting Halls	12
6	Electric lighting at stations . . . . .	217
7	Raising Platform	224
8	Surfacing platforms . . . . .	102
9	Drinking water arrangements at stations	232
10	Bathing places on platforms . . . . .	18
11	Septic tank latrines on platforms . . . . .	98
12	Platform benches . . . . .	585
13	Passenger foot-over-bridges . . . . .	103
14	Other items . . . . .	619
15	Electrification of stations . . . . .	61
16	Coaches equipped with fans . . . . .	336

NOTE : For the year 1951-52, figures for the former E. P. Railway only are available.

*North Eastern Railway*

1	Restaurants and refreshment Rooms . . . . .	29
2	Vendor's Stalls . . . . .	62
3	Supply of Ice cold water at stations . . . . .	17
4	Platform Shelters . . . . .	80
5	Electrification of Stations . . . . .	52
		This includes modern lighting arrangement made at stations.
6	Electrification of Waiting Halls . . . . .	32
7	Electrification of coaches (train lighting) . . . . .	625
8	Fluorescent tubes in III Class Waiting Halls . . . . .	5
9	Improving and surfacing of platforms . . . . .	105
10	Waiting Rooms and Waiting Halls . . . . .	201
11	Bathing cubicals . . . . .	25
12	Over Bridges . . . . .	2
13	Cover over foot over-bridges . . . . .	2
14	Latrines and urinals . . . . .	89
15	Remodelling of Station buildings . . . . .	8
16	Opening of Halts and Flag Stations . . . . .	16
		Coaches

S. No.	Nature of Amenity	No. of stations
<i>North Eastern Railway—contd.</i>		
17	Drinking water facilities.	
	(a) Water taps & tube wells . . . . .	122
	(b) Water fountains . . . . .	26
	(c) Filtered water supply . . . . .	24
	(d) Water Coolers . . . . .	31
	(e) Water Cages . . . . .	19
	(f) Diesel pumps . . . . .	5
	(g) Electric pumps . . . . .	8
18	Shower baths in upper class Waiting Rooms. . . . .	11
19	Station name Boards . . . . .	173
20	Improvement to station approach roads . . . . .	4
21	Improved booking facilities . . . . .	7

*Southern Railway*

The following stations were remodelled on modern lines at a total cost of Rs. 41.56 lakhs:

## On Main line—

1. Vaniyambadi.
2. Chirala.
3. Anakapalle.
4. Tadepallegudem.
5. Tellichery.
6. Olavakkot Jn.

## MG Main Line—

1. Cuddalore New Town (1st stage)
2. Mangalagiri.
3. Hubli.
4. Bangalore City.
5. Madura Jn. (1st stage).

## MG Branch Line—

1. Anantapur.
2. Kalahasti.

The work of remodelling the following stations (including extension of loops, etc.) at an estimated cost of Rs. 103 lakhs is in progress:

## BG Main Line—

1. Ongole.
2. Bitragunta.
3. Nellore.

## MG Main Line—

1. Gudivada.
2. Cuddalore New Town (2nd stage).
3. Guntur.
4. Madura Jn.

## MG Branch Line—

1. Tiruvarur.
2. Sangli.
3. Yeswantapur.
4. Palni.

Particulars of works on other stations are given on the next page.

S. No.	Nature of Amenity	No. of stations
1	Electrification . . . . .	120
2	Drinking water arrangements for passengers :	
	(i) Additional taps at stations . . . . .	122
	(ii) Provision of water coolers at stations . . . . .	52
	(iii) Additional water trollies provided at stations . . . . .	24
	(iv) Improvements to watering arrangements . . . . .	50
3	Additional booking facilities, booking windows etc. . . . .	
	(a) For Third Class . . . . .	36
	(b) For Upper Class . . . . .	6
4	Provision of foot-over-bridges . . . . .	35
5	Provision, extension and improvements to Third Class Waiting Halls . . . . .	87
6	Construction and raising of platforms . . . . .	14
7	Provision of passenger shelters on platforms . . . . .	186
8	Extension to concreting and surfacing of platforms . . . . .	99
9	Provision of covered ways . . . . .	13
10	Concreting approach roads, parking areas . . . . .	26
11	Provision of additional benches . . . . .	274
12	Improvements to station buildings, goods sheds, approach roads, etc. . . . .	34
13	Provision and improvements to latrines . . . . .	214
14	No. of additional fans provided in carriages.	
	(a) Third Class . . . . .	5,934
	(b) Upper Class . . . . .	1,318
15	No. of additional carriages fitted with iron bars.	
	(a) Third Class (Ladies) . . . . .	53
	(b) Upper Class . . . . .	160
16	No. of additional stations or Train Halts opened . . . . .	27
17	Catering facilities :—	
	(i) Provision of V. R. Rs., Platforms stalls etc. . . . .	72
	(ii) Provision of Refreshment Trollies . . . . .	10
	(iii) Provision of Refrigerators at Vegetarian Refreshment Rooms . . . . .	5
18	Number of additional telephones provided at stations, goods sheds and parcel offices. . . . .	37
19	Public announcement equipment provided . . . . .	11

During this period the existing public announcing equipment at Madras Central Station was renovated and modernised.

S. No.	Nature of Amenity	No. of stations
<i>South Eastern Railway</i>		
1	Third Class Waiting Halls, new . . . . .	19
2	Upper Class Waiting Rooms . . . . .	12
3	Latrines and bath rooms . . . . .	9
4	Overbridges . . . . .	7
5	Covered platforms . . . . .	35
6	Platforms, raised . . . . .	33
7	Platforms, extended . . . . .	3
8	Drinking water arranged . . . . .	9
9	Water Coolers provided . . . . .	8
10	Improvement in booking facilities . . . . .	8
11	Electrification . . . . .	39
12	Improvement in approach roads and circulating areas . . . . .	5
13	Catering and Vending :—	
	(a) Refreshment Rooms . . . . .	3
	(b) Improved amenities in passenger coaches—pro- vision of fans in Third Class Passenger Coaches	249

*Western Railway*

The following amenities have been provided:—

1. *Fans*: 5200 fans were fitted in the Broad Gauge, Metre Gauge and Narrow Gauge coaches.

2. *Lights*: 167 coaches (Broad Gauge and Metre Gauge) were fitted with blue lights, 311 coaches (Broad Gauge and Metre Gauge) were fitted with external lights and 400 coaches (Broad Gauge and Metre Gauge) with berth lights.

3. *Provision of Dynamos and Batteries*:

100 Broad Gauge, 65 Metre Gauge and 40 Narrow Gauge coaches were equipped with dynamos and batteries. It is proposed to equip 590 coaches during the Second Five Year period.

4. *Electrification of Stations*:

30 stations were electrified some of which are:

Nandurbar, Kalol, Marwar Junction, Gandhidham, Radhanpur and Bhaktinagar.

5. *Water Coolers*:

87 water-coolers were provided at various stations.

6. *Fans on Platforms*:

Fans have been provided in IIIrd Class Waiting Halls at 30 stations and on platforms at 10 stations.

Dadar, Surat, Palghar, Baroda, Nadiad, Mehsana, Ratlam, Rajkot, Indore, and Ujjain stations have been remodelled to provide the adequate facilities to passengers. Remodelling of the following stations is also in hand:

1. *Godhra*: The present station building was built half a century ago. Since then the town has developed considerably and the existing building does not provide the necessary facilities to the public. The approach to the station building is through a level crossing. This is inconvenient. It is, therefore, proposed to provide a station building at the City side with all the necessary facilities at a cost of about Rs. 10 lakhs. The work has been taken in hand.
2. *Jaipur*: The existing station building is inadequate to meet the needs of a large number of passengers. This is also a Tourist Centre. It is, therefore, proposed to rebuild the station building and provide modern facilities at a cost of Rs. 16·55 lakhs.

In addition to the above, adequate arrangements have been made at a large number of stations to improve water supply, provide waiting hall accommodation, shelters over the platforms, benches, lavatories, etc. to meet the needs of the travelling public.

## APPENDIX II

*Statement showing coaching stock received during 1955-56 upto 30-6-1955, and expected upto end of 1956-57*

Description	Received During 1955-56 upto 30-6-55	Expected from 1-7-55 to 31-3-56	Expected during 1956-57	Remarks
<b>FOREIGN</b>				
<i>Broad Gauge</i>				
Schlieren Third class (unfurnished)	16	..	..	
E.M.U. Coaches (Bombay Area)	..	50	98	
E.M.U. Coaches (Calcutta Area)		..	9	
<i>Metre Gauge</i>				
3rd class all metal coaches (unfurnished)	51	..	..	
Diesel Rail Cars	..	12	..	
E.M.U. Coaches	..	24	..	
<i>Narrow Gauge</i>			..	
<b>INDIGENOUS</b>				
<i>Broad Gauge</i>				
Third Class Coaches (HAL)	36	125	180	
E.M.U. Coaches		..	..	104 ordered on M/s. Jessops and commencement of delivery scheduled after November 1957.
<i>Metre Gauge</i>				
Steel Coach Body Shells (Jessops)	43	207	183	
<i>Narrow Gauge</i>		..	..	

NOTE :—This excludes coaches expected from Railway Workshops.



### APPENDIX III

*Statement of additional trains which can be introduced by railways in the next 12 months i.e., where line capacity is not the limiting factor, depending on the availability of requisite coaching stock and locomotives.*

#### *South Eastern Railway*

At present on this railway there is no line capacity for any additional trains.

#### *Eastern Railway.*

- (1) 1 train each way between Howrah-Baidyanathdham.
- (2) 1 train each way between Sealdah-Banpur.
- (3) 1 train each way between Sealdah-Ranaghat.
- (4) 1 train each way between Dildarnagar-Tarighat.

#### *Northern Railway*

It is proposed to introduce 30 extra Broad Gauge and 4 extra Metre Gauge trains (details are not given).

#### *Western Railway*

##### *(Broad Gauge)*

Between Anand and Cambay	Passenger Train
Between Anand and Godhra	Do.
Between Nagda and Ujjain	Do.
Between Bombay and Delhi	Janata Express
(cancelling 353/354 between Baroda and Ratlam)	

##### *(Metre Gauge)*

Between Ahmedabad-Delhi (cancelling 450/449 Ahmedabad-Mehsana and 231/232 Ajmer-Delhi)	Janata-cum-parcels.
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#### *Central Railway*

##### *(Broad Gauge)*

Bombay-Madras	Janata Exp. (One train from bi-weekly to tri-weekly).
Bombay-Allahabad	Janata Exp. Bi-weekly
Bombay-Bezwada	Janata Exp. Bi-weekly
Bina-Katni	Passenger One additional train daily
Jhansi-Orai-Kanpur	Do. Do.
Poona-Sholapur	Do. Bi-weekly.

##### *(Metre Gauge)*

Manmad-Kacheguda	Passenger One additional train daily
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Information from Southern and North-Eastern Railways is awaited.

## APPENDIX IV

### Schedule of Amenities for Coaching Stock (Broad and Metre Gauge)

B. G.

M. G.

#### 1. General

Width of Body	10'—8"	9'—0"
Type of layout	Corridor or Compt.	
Arrangement of seats	Transverse. In exceptional cases longitudinal seats/berths may be used to suit design when unavoidable.	Transverse. In exceptional cases longitudinal seats/berths may be used to suit design, when unavoidable.

#### 2. Accommodation

Maximum No. of passengers per Compartment.	To seat	To sleep
Air-conditioned . . . .	4	4
First Class . . . .	12	6
Second Class . . . .	31	..
Third Class . . . .	40	..

#### 3. Dimension of Berths and Seats A/C

	I	II	III
Min. Hip Width per passenger . . . . 24"	21"	19½"	19½"
*Min. Depth of seat from face of partition to the edge of seat . . . 32"	26"	21"	21"
*Min. Depth of berth for sleeping from centre of partition to edge . . 32"	29"	..	..
Height of seat . . . 16"	16"	16"	16"
Min. Knee Room . . . ..	..	21"	21"
Min. height of upper bunk from seat . . . . 38"	38"	..	..
Min. clear space below seat . . . . . 10½"	12"	12"	12"
Cushioned seats . . . . Yes	Yes	Yes	No.
Cushioned upper berths. Yes	Yes	No.	No.

\*For sleeping. "Pull out" type lower berth for the longitudinal arrangement and folding "backrest-cum-bed" type lower berth for the transverse arrangement, to be used.

4. *Upper Berths and Luggage Racks.*

A/C and First Class	Folding upper berths with protection rails over lower berths. Light luggage racks to be provided.
Second and Third Classes	Two luggage racks over the lower bunk. The one immediately above the lower bunk to be suitable for lying down. The uppermost rack to be suitable for light luggage only. For M. G. coaches the uppermost light luggage rack is not required. A longitudinal luggage rack is to be provided over the single seats as shown in Drg. Nos. CSC 1117 and 1125.

5. *Compartment Fittings.*

	A/C	I	II	III
Folding or fixed table	Yes	Yes	No	No
Roof ventilators in Compt. & Lavatory. . . .	No	Yes	Yes	Yes
Tumbler Holder . . .	Yes	Yes	No	No
Ash Tray . . . .	Yes	Yes	No	No
Railway Map . . .	Yes	Yes	Yes	No
Time-table . . . .	Yes	Yes	Yes	No
Notices . . . . .	Yes	Yes	Yes	Yes
Mirror with a shelf-below	Yes	Yes	No*	No*
Coat Hook & Hat Peg.	Yes	Yes	No	No
Foot steps . . . .	Yes	Yes	No	No
Fixed ladder/notch .	No	No	Yes	Yes
Air craft type bag for newspaper and magazine	Yes	No	No	No
Wash-basin and Water cock	Yes	No	No	No†

6. *Lighting: Min. Ft-candles per sq. ft. of floor area, 33 inches above the floor*

	A/C	I	II	III
Compartment . . . .	4.0	3.0	2.0	1.5
Lavatory . . . . .	1.5	1.5	1.0	1.0
Bunk Reading Light (15 watt)	Yes	Yes	No	No
Blue Night Lights (15 watt)	Yes	Yes	Yes	Yes
Switch for lights . . .	Yes	Yes	Yes‡	Yes‡
External lights . . .	Two external lights to be provided on each side of coach fitted with dynamos and batteries.			

\*To be provided in Ladies compartment only.

†One to be provided in each compartment reserved for sleeping and in long distance coaches, if possible.

‡Two way.

7. *Fannage.*

	<i>A/C</i>	<i>I</i>	<i>II</i>	<i>III</i>
Size of Fans in compartments :				
	Inches	Inches	Inches	Inches
B. G. . . .	12	16	16	16
M. G. . . .	12	12/16	12	12

## Size of fans in Lavatory :

B.G. . . .	} 9	No	No	No
M.G. . . .				

8. *Lavatory.*

Min. Area . . . 16 Sq. ft.

*Max. number of Pass per Lav.*

A. C. . . .	4
First Class . . .	12
Second Class . . .	16
Third Class . . .	20

<i>Furnishing</i>	<i>A/C</i>	<i>I</i>	<i>II</i>	<i>III</i>
Shower Bath . . .	Yes	Yes	No	No
Wash Basin . . .	Yes	Yes	Yes	Yes
Towel Rail . . .	Yes	Yes	No	No
Flushing Commode . . .	Yes	50%	No	No
Flushing Pan . . .	No	50%	Yes	Yes
Lotah Tap and Shelf . . .	No	50%	Yes	Yes
Commode Rail . . .	Yes	Yes	Yes	Yes
Mirror and Shelf . . .	Yes	Yes	Yes	Yes
Bottle Opener . . .	Yes	Yes	Yes	Yes
Coat Hooks . . .	3	2	2	1
Liquid Soap container . . .	Yes	No	No	No

NOTE.—Lavatory chutes under pans should be slanting so that the ground is not visible from inside.

Water Tank capacity, per Lav.

60-70 gallons.

9. *Inter-communication.*—Inter-communicating doors shall be provided between all adjacent compartments of the same class with locks on either side in corridor coaches to permit reservation for ladies and others.

All B.G. air-conditioned coaches as well as dining cars/restaurants cars shall be provided with vestibules and marshalled together.

10. *Window Shutters :*  
*Body.*

Air conditioned and partially air-conditioned

Double glass sealed windows with blinds on the inside.

First Class

One louvre-cum-gauze screen  
and one glass

Second and Third Classes

One louvre and one glass.

*Door*

Air-Conditioned

Double Glass sealed windows.

Partially air-conditioned

Double sliding glass shutters with  
Louvre shutters on the outside.

First Class

One louvre-cum-gauze screen and one  
glass.

Second and Third Classes

One Louvre and one glass.

NOTE.—Arrangement of shutters to be such that the glass shutters are  
invariably on the inside.*Lavatory*

Air-conditioned

Frosted single glass sealed window.

Partially air-conditioned and  
First Class

Banjo, adjustable frosted glass with bars.

Second Class

Do.

Third Class

Do.

*II. Safety Requirements*  
*Partial Air conditioned.*

Air-conditioned Coaches

1. One alarm pull over berth and one in each lavatory (where permissible) with notices. Two alarm pulls in each corridor.
2. Internal door latches of shoot bolts.
3. Window latches on sliding windows.
4. Bars on lavatory window openings.
5. Window bars on body side and door windows of partial air-conditioned coaches.

First Class

1. One alarm pull per berth and one in each lavatory with notices. Two alarm pulls in each corridor.
2. Internal door latches or shoot bolts.
3. Safety catches on all louvre-cum-gauze shutters.
4. Bars on all window openings.

Second Class

1. One alarm pull over per bay with notice. Two alarm pulls in each corridor.
2. Internal door latches or shoot bolts.
3. Safety catches on louvre shutters.
4. Bars on all window openings.

Third Class

1. One alarm pull per bay with notice.
2. Bars on lavatory window openings only.

Additional safety requirements in  
ladies compartments.

1. Internal door latches or shoot bolts.
2. Safety catches on louvre shutters.
3. Bars on all window openings. Expanded metal over windows in doors, and the windows adjacent to doors (Optional).

NOTE.—The alarm pull should not be positioned over body side doors.

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## APPENDIX V

### 1. Improvements done in coaching Stock by Indian Railways during the year 1951-52 to 1954-55 and the expenditure incurred thereon.

#### I. Central Railway

##### (a) Provision of fans in third class carriages.

	No. of fans	No. of carriages.	Expenditure in thousands of Rs.
1951-52 . . . .	903	125	1,243
1952-53 . . . .	428	59	662
1953-54 . . . .	105	17	86
1954-55 . . . .	188	28	73

##### (b) Expenditure on other amenities in Coaching Stock including improvements in train lavatories.

#### EXPENDITURE

(Rupees in thousands.)

1951-52 . . . .	4	Figures regarding number of coaches where amenity works were completed, not available.
1952-53 . . . .	20	
1953-54 . . . .	..	
1954-55 . . . .	78	Approx. (not finally allocated.)

#### II. Eastern Railway.

##### (a) Provision of amenities in Coaching Stock.

Type of amenities	No. of coaches in which provided		
	I class	II class	III class
Mirrors in compartments . . . .	225	90	144
Reading lights . . . .	116	..	..
Pull-out seats etc. . . .	179	..	..
Bed-cum-back seats . . . .	31		..
Shower bath in lavatories . . . .	140	..	..
Safety door catches . . . .	277	120	189
Mirrors with shelf in bathrooms . .	..	276	829

Wash basins in bathrooms	.	.	..	226	649
Fans	.	.	..	..	453
Improvements in train lavatories	Old commodes and pans in all coaches are being replaced by improved fittings.				

(b) *Expenditure during 1951-52 to 1954-55.*

**On Amenities in coaching stock (other than electrical) Rs. 5,43,399**

On Amenities in coaching stock (electrical)	Rs. 36,46,500
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### III. North Eastern Railway

### *Amenities in Coaching Stock.*

(a) The following improved amenities have been provided in *first Class* compartments :

399 reading lights, 92 pull-out seats, 4 bed-cum-back seats, 63 shower baths and 31 new type commodes.

(b) The following standard amenities have been provided in all *third Class* Coaches turned out of shops after periodical overhaul in all new builds:

(i) Increase in width of benches to 1 ft—9 inches.

(ii) Increase in knee room to 1 ft—9 inches between 2 benches.

(iii) Height of benches to 1 ft — 4 inches.

(iv) Fans.

(v) Wash basins, one per latrine.

(vi) Looking glass one in ladies' compartment only.

(vii) Embarkation light.

**(c) Provision of fans in Third Class coaches.**

7,448 fans have so far been provided in Third Class coaches. On the 31st March, 1955, excluding inspection and 4 wheeled carriages, there were 1,416 electrically equipped passenger coaches on this Railway. Out of all the coaches available, 48% will be equipped by 1955-56.

(d) *Improvement in train latrines.*

One wash basin and one mirror per latrine have been fitted in all the coaches undergoing periodical overhaul. A shower bath has been provided in the III class sleeping cars.

(e) Expenditure on improvements in existing carriages such as provision of fans, improved lighting etc.

								Expenditure (Rs. in thousands.)
1951-52	.	.	.	.	.	.	.	1,058
1952-53	.	.	.	.	.	.	.	342
1953-54	.	.	.	.	.	.	.	421
1954-55	.	.	.	.	.	.	.	1,016



IV. *Southern Railway*(a) *Provision of fans in III Class carriages.*

	No. of Coaches	Expenditure (Rs. in thousands)
1951-52 . . . . .	307	375
1952-53 . . . . .	336	363
1953-54 . . . . .	200	873
1954-55 . . . . .	72	570

(b) *Expenditure on improvement to existing carriages such as provision of fans, improved lighting, lavatories etc.*

	Rs. in thousands.
1951-52 . . . . .	792
1952-53 . . . . .	397
1953-54 . . . . .	1,705
1954-55 . . . . .	1,317

V. *South-Eastern Railway*(a) *Provision of amenities in coaching stock.*

- (i) Improved general internal condition of I Class compartments of Mail and Express Trains. 33 coaches.
- (ii) Security measures in all I and II Class compartments.
- (iii) Security measures in all III Class compartments.
- (iv) Ash-trays and small cabinets fitted in all I Class compartments.
- (v) Mirrors and tables in upper class compartments. Mirrors in 363 compartments. Tables in 204 compartments.
- (vi) Pull-out seats in longitudinal berths of upper class compartments. 668 seats.
- (vii) Bed-cum-back rest in upper class coaches. 133 seats.
- (viii) Shower bath in lavatories of upper class compartments. 142 showers fitted.
- (ix) Mirrors and shelves in bath-rooms—  
 II Class (Ladies) . . . . . 29 coaches.  
 II Class (General) . . . . . 5 coaches.  
 III Class (Ladies) . . . . . 42 coaches.  
 III Class (General) . . . . . 349 lavatories fitted.
- (x) Wash basins in bath-rooms—  
 II Class (Ladies) . . . . . 29 lavatories fitted.

II Class (General) . . . .	280	Lavatories fitted.
III Class (Ladies) . . . .	Nil	
III Class (General) . . . .	35	„
(xi) Reading lights in I Class Compartments fitted. . . . .	209	
(xii) Fans in II Class carriages fitted . . . . .	249	
(xiii) Improvements in train lavatories . . . . .	Louvers have been fitted in the centre lavatory doors of III Class coaches for better ventilation.	
	Increased lavatory accommodation has been provided in 1st class compartments.	

(b) *Expenditure on amenities in Coaching Stock.*

(Figures in rupees)

	Mechanical	Electrical*	
1951-52 . . . .	--	16,56,856	} Figures combined for both mechanical & electrical.
1952-53 . . . .	--	10,45,836	
1953-54 . . . .	14,475	5,69,000	
1954-55 . . . .	10,000	3,11,239	

VI. *Western Railway*

(a) *Provision of fans in III Class carriages.*

	No. of fans.	No. of coaches.
1951-52 . . . .	870	144
1952-53 . . . .	718	204
1953-54 . . . .	1442	160
1954-55 . . . .	537	79

(b) *Other amenities in Coaching Stock (Including lavatory).*

- (i) Window openings in I and II Class ladies compartments and lavatories of III Class coaches have been provided with four window bars instead of three.
- (ii) In new coaches, the prescribed dimensions for seats and berths and space between seats have been observed.
- (iii) In new Upper Class coaches, pull-out berths or back rest-cum-bed type of lower berths have been adopted.

\* Figures under 'Electrical also include electrification of stations, provisions of fans, water coolers etc.

*c) Improvements in train lavatories*

- (i) Self-closing push cocks have been fitted in supersession of the screwed type cocks previously in use. Shower roses have been provided in I Class lavatories where such provision did not exist previously.
- (ii) Wash basins have been fitted in III Class lavatories.
- (iii) Coat hooks have been fitted in III Class lavatories.
- (iv) New III Class coaches have been built with a minimum lavatory area of 16 sq. ft.
- (v) Water tanks of capacity of 60 gallons per lavatory have been fitted in new coaches.
- (vi) Disinfectants and cleaning materials have been issued on a more liberal scale.
- (vii) Parcel racks have been fitted in III Class compartments.

VII *Northern Railway.* Information awaited from Railway Board.

2. *Budget provision for 1955-56 on Indian Railways for improvements to existing carriages such as provision of fans, improved lighting, lavatories etc*

	Rupees in thousands.						
Central Railway . . . . .	.	.	.	.	.	.	..
Eastern Railway . . . . .	.	.	.	.	.	.	133
Northern Railway . . . . .	.	.	.	.	.	.	700
North Eastern Railway . . . . .	.	.	.	.	.	.	638
Southern Railway . . . . .	.	.	.	.	.	.	1,045
Western Railway . . . . .	.	.	.	.	.	.	822
South Eastern Railway. . . . .	.	.	.	.	.	.	Formed from 1st August, 1955

## APPENDIX VI

*Copy of Railway Board's letter No. 1026-TG/54 dated 31-7-1954 to all Indian Railways on the subject of standard menu and standard prices of Indian style meals in Railway Refreshment Rooms.*

At a meeting of the Railway Board with representatives of Railway Catering Contractors on the 27th and 28th January, 1954, the question of prescribing standard menu for various meals at standard prices was discussed and the suggestions made by the representatives of the Catering Contractors on Railways were considered. The enclosure gives these recommendations.

2. The Board having examined the recommendations made, have agreed to their implementation with the exception that so far as the B.N. Railway portion of the Eastern Railway is concerned, the existing charge for the second class vegetarian meal of Re. -/12/- should be treated as the standard charge for the vegetarian meal and the existing charge of Re. 1/- for the second class non-vegetarian meal should be treated as the standard charge for the non-vegetarian meal. The standard menu on the Southern Railway is 'vegetarian' as the usual custom for the non-vegetarian meals is said to be negligible there. Similarly the standard menu on the Assam Region is 'non-vegetarian' as the demand for vegetarian food there is said to be negligible. It should also be understood that apart from the standard menu and standard charge provided for there would be no objection to a *la carte* dishes being supplied in addition as at present.

3. With the introduction with effect from 1st September, 1954, of the standard menu and the standard price as set out in para 2 above, the present classification of meals as first, second and third class wherever it exists should be withdrawn.

4. Necessary arrangements may be made accordingly and the receipt of this letter acknowledged.

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### STANDARD MENU AND STANDARD PRICE

I. Area of service. Southern Railway (former M.S.M., S.I. and Mysore State Railways)

#### Standard menu

##### *Day time*

1. Rice.
2. Pachidi.
3. Curry.
4. Kootu.
5. Dhall.
6. Sambhar
7. Rasam.
8. Butter milk.
9. Pickle (Achar) or chutney.

##### *Night time*

1. Rice.
2. Pachidi.
3. Curry.
4. Sambhar.
5. Rasam.
6. Butter milk.
7. Pickle (Achar) or chutney.
8. Pappad....one.
9. Two spoons ghee.

10. Pappad....one.

11. Two spoons ghee.

Curd extra....2 annas.

Curd extra....2 annas.

Standard charge....10 annas.

3 annas extra for serving in train.

Special meal in tray or carrier.

1 sweet and 1 savoury extra Rs.  
1/4/-.

II. Area of service. Eastern (U.P., Bihar & West Bengal portion only excluding Assam Region), Central, Western and Northern Railways.

#### Standard Menu

##### *Vegetarian*

1 Dal

1 Vegetable & curd (or 2 vegetables)

4 Chappaties plus 1/2 rice or  
Chappaties or full rice (i.e. double  
quantity 7 oz.)

1 Chutney

1 Pappad

Standard charge

Re. -/14/- (if taken in refreshment  
room)

Re. 1/- (if served in trains)

##### *Non-Vegetarian*

1 Dal

1 Mutton or fish curry or  
egg curry

8 Chappaties or

4 Chappaties & 1/2 rice or one  
plate rice

1 Chutney

Rs. 1/2/- (if taken in refresh-  
ment room)

Rs. 1/4/- (if served in trains)

**Note:** Additional dishes can be ordered separately. Dal/curry and rice will be charged 6 annas or 8 annas according to area.

III. Area of service. Assam Region

Standard Menu . . . . .

1 Rice.

1 Mutton curry or fish curry.

Standard charge. . . . .

Rs. 1-2-0 (if taken in refresh-  
ment room)

Rs. 1-4-0 (if served in train).

**Note:**—There being no demand for vegetarian food, it was decided to call the present meal consisting of rice and mutton or fish curry as non-vegetarian.

## APPENDIX VII

*Statement showing the summary of Conclusions/Recommendations of the Estimates Committee relating to the Ministry of Railways—'Passenger Amenities'.*

Sl. No.	Ref. to para No. in the Report	Summary of conclusions/recommendations
1	2	3
1	1	<p>The Committee consider that amenities provided by the Railways to their passengers are of vital importance in the scheme of national development and education, and are of the opinion that the facilities and the treatment afforded by the Railways to the III Class passengers should be taken as a rough index of the progress of the country towards the Socialist Pattern of Society. The Committee fully appreciate the stress laid by the Railway Ministry on the question of passenger amenities with special reference to III Class and hope that this subject will continue to engage the high level attention throughout the Second Five Year Plan. The Committee, therefore, welcome the creation of the post of a Deputy General Manager (Amenities) on each Railway. In order to ensure that this officer gets full-time work to do, some of the following items of work might also be entrusted to him:—</p> <ul style="list-style-type: none"> <li>(i) Complaints;</li> <li>(ii) Public Relations;</li> <li>(iii) Publicity;</li> <li>(iv) Staff welfare; and</li> <li>(v) Consultative Committees.</li> </ul>
2	9	<p>The Committee consider it rather unfortunate that the funds provided under the head of 'Passenger Amenities' should have been allowed to lapse upto the extent of Rs. 1·71 crores during the First Five Year Plan period. The Committee hope that this will not be repeated during the Second Five Year Plan.</p>
3	10	<p>The Committee suggest that the Deputy General Manager (Amenities) should keep close co-ordination with the Divisional/District authorities and watch the physical progress of the works under this head with a view to ensure that the programme of amenities is completed in time. In case due to unforeseen circumstances, a division or district is not in a position to incur usefully</p>

the expenditure allotted under this head, the Deputy General Manager should arrange the transfer of the amount to another division or district which is in a position to incur additional useful expenditure. Similarly, there should be a periodical review of the progress of works under this head at the level of the Railway Board, so that, if any particular Railway is unable to make full utilisation of the amount allotted to it, the same may be re-allotted to another Railway, which is in need of additional funds under this head. If, however, after taking this additional precaution, the full expenditure of Rs. 3 crores is not incurred during any year of the Plan period, the amount thus saved may be carried over to the next year so that total expenditure under this head during the Second Five Year Plan period is fully utilised. While making such reallocations from one Division/District to another or from one Zone to another, it should be ensured that the amounts thus reallocated are reimbursed later, so that the progress of the provision of Passenger Amenities on any Division/District or Railway is not lop-sided in comparison to others.

- 4     11     The Committee recommend that re-modelling schemes of big stations should not be charged under the head "Passenger Amenities" but under the works head.
- 5     13     The Committee are of the opinion that the following items of expenditure do not legitimately belong to the head "Passenger Amenities" and recommend that they should be transferred elsewhere and charged to other more appropriate heads of Account:
  - (i) Opening of new flag stations or conversion of halts into Flag stations;
  - (ii) Provision of fire fighting arrangements ;
  - (iii) Provision of coal dumps;
  - (iv) Works provided in connection with melas ;
  - (v) Conversion of N. G. lines into M. G. or B. G.
- 6     14     The Committee recommend that each Railway should compile and publish a gazetteer, which should contain all the relevant information about each Station on the particular Railway. This information should also indicate the additional amenities proposed to be provided at each station during the Second Five Year Plan.
- 7     18-20     The Committee feel that it is rather unfortunate that four Railways (Western, Northern, North-Eastern and Southern) have not yet been able to furnish a complete survey of amenities that were necessary in the stations in those Railways. The Committee consider that the

- | I  | 2     | 3  |
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|    |       | <p>survey should be completed very quickly, if the work is to progress satisfactorily on the planned basis. The figures furnished by other three Railways indicate that considerable ground is yet to be covered in regard to the provision of passenger amenities at stations. The figures may be furnished for other Railways as soon as possible. The Committee also recommend that a Committee of one official and one non-official Member of the Zonal Passenger Amenities Committee may be appointed on each Railway to make a comprehensive survey indicating requirements, suggesting standardisation of equipment and maximum utilisation of indigenous material.</p> |
| 8  | 24-25 | <p>As the complaints and suggestions made by the <i>Ad Hoc</i> Committee on Travel Conditions and Amenities for passengers on <i>ex-Assam</i> Railway are of a general nature applicable to all the Railways, the Committee recommend that they deserve careful attention of all the individual Railways. The Committee also recommend that the furniture to be provided in different classes of waiting rooms should be standardised, and steps taken to ensure that the same is provided according to the standards laid down. Material to be utilised should be indigenous, preferably, from the Cottage Industries and should be inexpensive.</p>                          |
| 9  | 26    | <p>The Committee consider that the provision of benches for seating passengers on all Stations on the various Railways is inadequate. The economical type of benches designed by the Chief Engineer of the North-Eastern Railway by using old rails set in cement concrete and with wooden batons, may be extended to other Railways also, if it has proved useful on the North-Eastern Railway.</p>   |
| 10 | 27    | <p>The Committee recommend that a simple arrangement of providing circular seats made of wood, earth or bricks around the trunks of shady trees on the platform may be adopted.</p>  |
| 11 | 28    | <p>The Committee agree with the recommendation of the <i>Ad Hoc</i> Committee referred to above that there should be a minimum of one lamp in the waiting hall and this should be placed near the booking window.</p>  |
| 12 | 29-30 | <p>Though the progress made in the supply of drinking water in the various Railways is generally satisfactory, continued attention will have to be paid to the question throughout the Second Five Year Plan period to improve the existing arrangements for the supply of drinking water at all stations. Provision of tube wells and also provision of</p>   |



electrically cooled water at stations are some of the items which will need continuous attention. As far as possible, water taps in sufficient numbers should be provided, and there should be electric coolers at all big stations. The system of distributing water through manual processes might be discontinued gradually. In regard to the provision of electrically cooled water, the Committee suggest that a nominal charge be levied for providing the same, so as to avoid the possibility of the misuse of water for washing or bathing purposes. The Committee also suggest that the source of water supply at every station should be carefully checked by the Engineering and Medical Departments with a view to ensure that the water supplied for drinking purposes is free from physical, chemical or bacteriological impurities.

- 13      32-33    The Committee suggest that closer checks should be exercised to keep the expenditure to the minimum on such items, as construction of latrines, urinals etc., so that the facilities may be provided at a greater number of stations within the allotted amount. So far as the roadside stations are concerned, the Committee recommend that cheaper types of latrines may be evolved in consultation with the All India Institute of Hygiene and Public Health. Ultimately, the flush system should be provided everywhere. The committee also recommend that urinals and latrines should be regularly and frequently inspected and cleaned.
- 14      35      The Committee recommend that a *pucca* platform surface should be provided at all stations.
- 15      36      The Committee recommend that there should be a periodical review of the booking facilities available at various stations including the period laid down for opening the booking windows before the arrival of the train. The number of booking windows should be increased wherever necessary or the period of keeping the existing booking windows open should be increased depending upon the volume of traffic handled. The feasibility of co-relating the volume of traffic with the number of booking windows and the duration of keeping them open, and laying down some definite criteria for the purpose should be examined by the Railway Ministry. A definite programme of introducing self-printing machines for the heavy booking stations should be chalked out and followed during the Second Five Year Plan.
- 16      37      The Committee are of the opinion that co-operation of local people should be sought to obtain voluntary labour in providing benches of wood, mud or bricks round the

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trunk of trees at the station platforms, in which case the problem could be solved practically without any cost or at nominal cost. The station staff should be encouraged to beautify the premises by developing strip gardens at the approaches to the stations and at the ends of the platforms.

- 17      38 The Committee recommend that top priority should be given to the question of providing basic amenities at small stations and that a definite programme should be chalked out with a view to ensure that the provision of these basic amenities is completed during the next three years.
- 18      39-40 The Committee recommend that classification of stations for purposes of passenger amenities similar to the one proposed by the North-Eastern Railway should be arranged in all Indian Railways and that in the programme of expenditure to be chalked out, preference should be given to class A downwards after completing the basic amenities at all the stations.
- 19      41 While the Committee appreciate the efforts made by the Railway Ministry to associate the representatives of the people in the matter of provision of amenities, they feel that the task allotted to the Zonal Passenger Amenities Committee is too heavy. The Committee are of the opinion that there is considerable scope for decentralisation in this respect also. The Committee recommend that there should be a Regional/Divisional Passenger Amenities Committee for each Region/Division and it is this body, which should indicate the priority to be allotted in providing passenger amenities at stations within that Region/Division. The tentative plan thus drawn up by the Regional/Divisional Passenger Amenities Committee should then be forwarded to the Headquarters and it would then be the responsibility of the Zonal Passenger Amenities Committee to arrange the priorities *inter se* between the various Regions/Divisions. The representative of the Regional/Divisional Amenities Committees should be given facilities to visit every station on the Region/Division with a view to assess the present standard of amenities and additional requirements and to indicate the priorities.
- 20      43 The Committee hope that the question of providing foot over-bridges at stations where necessary will be given due attention, subject to the availability of funds.

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| 21 | 44    | The Committee hope that the policy of electrifying stations in towns where electricity is available, will be pursued vigorously and recommend that if there are still any stations without electricity though the same is available in the town, provision should be made in the current year to electrify them.  |
| 22 | 45    | Where stations are electrified but refreshment rooms are not, electricity should invariably be provided there. If necessary, it should be made obligatory for the Contractor to provide electric lighting where it exists at the station.   |
| 23 | 46    | 'Toilet' and 'Wash and brush-up' facilities as obtaining at Victoria Terminus (which should be widely publicised particularly amongst the lower class passengers) may be introduced at other big stations, provided they prove to be self-supporting.   |
| 24 | 47—48 | The Committee suggest that the arrangement of having separate telephonic and verbal enquiry counters as in the Western Railway should be extended to all other Railways. The Committee also recommend that suitable steps should be taken to keep the enquiry offices posted up-to-date with a view to disseminate correct information to the public.   |
| 25 | 49    | The Committee recommend that the employees utilised for the purpose of making announcements through loud-speakers at stations should be carefully selected after testing their voice and they should be given a brief preliminary training so that their announcements may be clearly audible and pleasing to the ear and easily intelligible. Further, there should be proper check-up of loudspeaker equipment. The Committee also recommend that these announcements from loudspeakers should be utilised for the purpose of social education (including hygienic habits) of illiterate passengers. Stress should be laid on the various aspects of careful utilisation of the Railway premises and trains. Carefully worded phrases should be selected for this purpose, so that these announcements may become instructive without causing annoyance. The passengers may also be urged to form queues while entraining and detraining and to give preference to the detraining passengers. |
| 26 | 50    | The Committee recommend that there should be more 'left-luggage' offices and that the existing ones at bigger centres like Delhi should be strengthened. The offices  |

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		should be kept neat and tidy with proper stacking arrangements.
27	51	The Committee suggest that adequate supervision should be exercised on the quality of books that are stocked in the book-stalls at stations.
28	54	The Committee suggest that the Passenger Guides should be provided with a table and a chair which should be kept at a convenient place in the Passenger Hall and a suitable legend "Passenger Guide" indicated prominently on the table. The employees selected for this post should have a special aptitude for this type of work and they should be recruited from amongst people with training in social services.
29	56	<p>The Committee very much appreciate the campaign of social education started by the Railways and they feel that the scheme has great potentialities. The Committee are of the opinion that the Railway Ministry can legitimately ask the Ministries of Health and Education to share the cost of propaganda directed towards social education and public hygiene. The Committee suggest the following media for imparting social education to the passengers at stations or in trains:—</p> <ul style="list-style-type: none"> <li>(i) Suitable posters;</li> <li>(ii) Loud-speakers and Public Address System;</li> <li>(iii) Films;</li> <li>(iv) Playing of gramophone records;</li> <li>(v) Suitable slogans to be inserted in Railway time-tables and guides; and</li> <li>(vi) Suitable legends to be inscribed in carriages of trains etc.</li> </ul>
30	57	There should be a special drive for improving the cleanliness of stations. There should be spittoons, refuse bins and other arrangements so that the station premises are not badly used. The floors of big stations should be cemented, washed daily and kept clean.
31(a)	58(a)	The Committee recommend that suitable lockers should be provided at selected big stations on each Railway so that the passengers who come to such stations for short periods may keep their valuable belongings in these lockers at a suitable charge.

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31(b)	58(b)	The Committee suggest that the provision of basic amenities should be expedited at stations on the N. G. also.
32	59	The Committee hope that by making periodical appraisals of the requirements of the Railways during the Second Five Year Plan, it would be possible to provide for greater percentage of increase in passenger miles than only 3 per cent. increase per annum planned for.
33(a)	62	The Committee recommend that the present Committee on Suburban Overcrowding should, as soon as it has completed its work, go into the question of over-crowding in passenger trains on all the Railways and suggest short-term as well as long-term measures to relieve the same. The Committee regret to observe that their recommendation to associate non-official element with that Committee has not been implemented. They hope that this will be done when the new task referred to above is allotted to that Committee. If for any reason, this Committee is not in a position to take this new work in the near future, the Committee suggest that this work may be entrusted to another Committee.
33(b)	64	The Committee observe that the number of passengers per train B. G. as well as M.G. during 1954-55 was more than double the corresponding figures during 1938-39.
34	65	The Railway Ministry should ascertain the reasons for disparity in the number of additional trains introduced on the South-Eastern and the Western Railways, as compared to those introduced on other Railways and take necessary steps for making good the deficiency in the next time-table. The Committee are of the opinion that the various Passenger amenities including additional trains should be on a reasonably uniform basis on different Railways and for B. G. and M. G.
35	66	The Committee feel that if the weighment facilities are increased and if luggage is delivered safely at the destination point, the passengers would be willing to have it weighed and placed in brake-vans. They, therefore, recommend that facilities for weighment of luggage should be increased at all stations and that it should be ensured that the luggage booked by a passenger is invariably carried by the same train by which he travels. Introduction of the vestibuled trains will no doubt, facilitate this.

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36	67-68	The Committee also recommend that the Railways should take effective and energetic steps to enforce their instructions regarding beggar nuisance as also about the hawkers by taking the matter up seriously with the defaulting staff and should see that the nuisance of beggars and unauthorised hawkers is eliminated in trains and at stations by enlisting the active cooperation of Railway police, the State Government concerned as also of the travelling public. The Committee suggest that the Railway Ministry might urge the State Governments to establish "Beggar Homes" at big towns, where beggars arrested at stations and in the trains might be sent for giving them useful employment.
37	70	The Committee recommend that in addition to the concentrated drives with the help of Railway magistrates, police and checking staff, the Railways should provide shuttle trains for short distance travellers, wherever feasible so as to eliminate foot-board travel. This will also relieve pressure on long distance trains. Provision of Diesel trains and rail-cars should also be given serious consideration.
38	71	The Committee recommend that the Railways should take effective steps to check ticketless travelling in trains and continue the experiment of having a ticket-checker-cum-conductor for every two or three bogies on important trains, who could, in addition to checking the tickets of passengers, look to their convenience. If the experiment proves successful, it should be progressively extended to other trains as well.
39	72	The Committee have no doubt that the implementation of the recommendations made by the Railway Corruption Enquiry Committee on the subject, would go a long way in reducing ticketless travelling on Indian Railways.
40	73	The Committee are glad to note that the Railways have taken a number of measures to improve the travel conditions of third class passengers. There is considerable scope for expanding these facilities with a view to relieve the present state of overcrowding.
41	74	The Committee recommend that the wide disparity in the number of Janata Trains on the M. G. as compared to B. G. should be removed and more such trains introduced on the former.
42	75	The Committee recommend that early steps should be taken to introduce sleeping accommodation on all the Janata Express trains.

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- 43      76      In order to ensure that sleeping coaches are fully occupied the Committee suggest that the surcharge levied for, the same may be slightly reduced to Rs. 2/- or Rs. 2/8/- per night per berth and the results watched for some time. They also suggest that adequate publicity should be given to this facility. They further recommend that this provision should be made on all Janata Express trains and should be progressively extended to other Mail and Express trains and also that facility for advanced reservation should be extended to 7 days.
- 44      77      The Committee feel that lack of adequate facilities to plan the journeys in advance by making provision for reservations is also to a certain degree, responsible for accentuating the condition of over-crowding and they recommend that steps should be taken by the Railway Board in this direction on the lines indicated by the Committee.
- 45      79      The Committee recommend that, in future reservation should be permitted for passengers travelling for 100 miles or above in the Janata Express trains, Mail trains and Express trains. The feasibility of extending this facility in ordinary passenger trains also should be examined by the Railway Ministry.
- 46      81      As the new H.A.L. carriage are more comfortable for passengers travelling more than 100 miles, the Committee recommend that these should be more or less evenly distributed over the various Railways in the following order of priority :—
1. (i) Janata Express (ii) Mail and Express trains and (iii) other passenger trains.
- 47      82      The Committee suggest that the Railway Ministry should adopt a more liberal policy in providing through carriages, particularly for such destinations for which a change of trains is required at Junctions at inconvenient time during night.
- 48      83      The Committee are glad to learn that the standards of amenities to be provided in different classes of coaching stock for Broad and Metre Gauge have more or less been standardised.

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- 49      85-86      A weekly vestibuled Janata train ' introduced between Howrah and Delhi from the 2nd Oct. 1955, which has a sleeping car, water men, loud speakers, and dining car has become popular. The Committee learn that three more rakes when ready, will ply between other important cities.
- 50      87      Due to chronic over-crowding in the third class carriages free service provided for cleaning the carriages at important stations is available only to upper class passengers.
- The Committee were glad to learn that two sweepers have been posted in the vestibuled Janata express to clean the carriages throughout the run as and when necessary. The Committee further recommend that the cleaners and sweepers provided at stations on the lines should be given instructions to clean the third class carriages also, wherever feasible, at least in the case of long distance and sleeping carriages. It should be the ultimate aim of Railways to provide free cleaning and sweeping service to all third class carriages.
- 51      88      Though the Railways have made attempts to provide passengers more conveniences by increasing the capacity of water tankage in third class, and by providing automatic tape, there remains much to be done in this direction. The Committee therefore, suggest that this question be examined thoroughly by a small Committee which should also examine the feasibility of revising the present design of latrines, wash-basins, water pipes and storage tanks, arrangements for closing the doors and windows. and lighting arrangements provided in third class carriages.
- 52      89      There is much scope for increasing the tourist traffic in India by providing tourist cars. The first priority should be given to the third class tourist cars and then to upper class tourist cars. The Committee, therefore, suggest that each Railway should have, to begin with, at least two to three tourist cars (for Broad and Metre Gauge separately.) This number should be progressively increased according to the availability of resources.
- 53      90      The British Railways provide camping coaches at specially selected places for the conveniences of holiday-travellers etc. The Committee recommend that these facilities should be provided on the Indian Railways also. An experiment may be tried at a few selected stations.
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54	91	The Committee consider that the supply of cheap, hygienic and wholesome food to passengers at stations is a matter of considerable importance
55	95	The Committee note that only one station has been chosen on the North-Eastern Railway for introduction of Departmental Catering. The Committee recommend that a few more stations on the Railway should be chosen for the purpose.
56	96	The Departmental catering on the Southern and the Eastern Railways has been running at a loss, though losses on the Southern Railway are in the decline. The Committee are glad to note the assurance given by the Railway Minister in his Budget Speech on 23-2-1956, that every effort will be made to see that the Departmental catering covers costs.
57	97	<p>The Committee are in agreement with the opinion of the Railway Corruption Enquiry Committee that wherever possible departmental catering should be introduced and that the big contracts should be broken up.</p> <p>The Committee have received a number of representations that while the refreshment rooms and vending stalls etc. are being taken over from the contractors for introducing departmental catering, the lower categories of staff previously employed by the contractors are being thrown out of employment. The Committee suggest that the Railway Ministry should give some preference to such persons while filling up vacancies in their new catering establishments.</p>
58	98	The Indian Railway Delegation to the Soviet and other European Railways have suggested that a catering company composed of the Railways and private enterprise with the former having a controlling interest should be formed. They have also recommended that such a catering company may be tried in the first instance in a limited area. The Committee suggest this experiment should be given a trial in one or two Divisions.
59	99	The Committee understand that orders have been issued for limiting the holdings of contractors to 12 units with effect from 1-4-56. The Committee feel that 12 is a high figure and recommend that, to begin with, the upper limit of holdings should be reduced to 6. This should be progressively reduced to 2 only in about

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five years' time. This reduction in holdings is necessary so that a contractor can give his personal attention to all his establishments.

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| 60 | 100     | The Committee further recommend that the Departmental catering on the Railways should be run on a "no profit and no loss" basis on the lines recommended by the Alagesan Committee on catering and that the Railway Administrations should keep a very close watch and have effective supervision over the departmental catering centres.   |
| 61 | 101     | The Committee also recommend that the Railways should introduce the sale of cheap hygienic food packets, as done at stations on the Southern Railway, at important stations on Railways in Northern India.  |
| 62 | 105—106 | The Committee, while appreciating the difficulties in the management and working of the co-operative societies are inclined to agree with the recommendations of the Railway Corruption Enquiry Committee that wherever possible, co-operative societies of vendors should be given permits to vend eatables and snacks at certain stations. The Committee also suggest that employees of private contractors displaced by introduction of departmental catering may be encouraged to run the vending contracts on co-operative basis. Local public men and representatives of the passenger Associations may also be associated with these Co-operative societies. The work of catering may also be given at selected places, to women's organisations and other social service organisations. |
| 63 | 111     | The Committee note with concern that the evil of sub-letting of contracts continues unabated. The Committee recommend that the Railway Board should take immediate steps to eliminate the evil on the lines recommended by the Alagesan Committee.  |
| 64 | 112—115 | The Alagesan Committee, recommended that in awarding contracts, the appointment of suitable local men with requisite experience of catering should be encouraged. The Committee hope that this recommendation will be implemented on all the Railways without undue delay.  |
| 65 | 118—120 | The Committee understand that the Railway Board has recently instructed the Railways to fix the licence fees on the basis of the turnover and that the matter is under examination in each of the Railways. The   |
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Committee suggest that it would be more useful if each Zonal Consultative Committee appointed a Sub-committee to study the whole problem to determine as to what should be the policy to be adopted in this regard. At a later stage, there should be a joint conference of the Sub-committees of different Railways to evolve certain uniform principles for all-India purposes and with their advice in hand, the Railway Board should frame the policy for the guidance of the individual Railway Administrations.

- 66      123      The Committee are in full agreement with the recommendations of the Alagesan Committee regarding the provision of standard restaurant cars and dining cars and hope that they will be implemented without undue delay.
- 67      125-126      The Committee recommend that standard menu and standard price should be fixed on all-India basis for Western style meals as has been done in the case of Indian style meals. The Committee also recommend that strict supervision should be exercised to ensure that utensils & cooking arrangements are kept separate for the preparation and serving of vegetarian & non-vegetarian dishes.
- 68      127      The Committee appreciate the efforts made by the Railway Ministry to provide improved amenities for passengers during the First Five Year Plan and the steps taken by them to associate the representatives of the public in the formulation of priorities in regard to passenger amenities.
- 69      128      The Committee note that the stress laid by the different Railways in the provision of amenities at the stations or in the trains varies from Railway to Railway. The provision of basic amenities at all the stations, as laid down in the Railway Board's directive issued in August, 1952 has not yet been completed. The progress in this respect has also varied from Railway to Railway.

The Committee therefore feel that there should be a well-integrated plan for the provision of passenger amenities on all Indian Railways for the Second Five Year Plan, on the following lines:—

- (i) Each Railway should group all the Stations under four categories, A, B, C and D for the purpose of providing passenger amenities;

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- (ii) The scheme to be drawn up should be such as to complete the provision of basic amenities, as laid down by the Railway Board's directive issued in August, 1952, at all the stations within a period of 3 years. The provision of additional amenities at more important stations should be catered for only after full provision has been made for the basic amenities;
  - (iii) The order of priorities to be given for the provision of extra amenities at the stations on Region/Division should be indicated by a Regional/Divisional Amenities Committee to be appointed for this purpose;
  - (iv) The proposals of the Regional/Divisional Amenities Committees should be scrutinised by the Zonal Passenger Amenities Committee, who should draw up the final scheme for the entire Zone. The scheme should indicate the works to be provided and the expenditure to be incurred for each year as also for the entire Five Year Plan period;
  - (v) The schemes of the individual Railways should then be integrated at the Railway Board's level;
  - (vi) The Railway Board should then publish an integrated scheme of Passenger Amenities during the Second Five Year Plan and this scheme may be incorporated in the pamphlet "Towards better conditions of Travel" at the time of submission of the next Budget; and
  - (vii) It should be made one of the responsibilities of the Deputy General Manager (Amenities) to watch the physical progress of the various items of amenities undertaken and see that they are progressing satisfactorily.
- The Divisions/Districts should submit periodical report of the progress made to enable him to keep a close watch.
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