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COMMITTEE ON PETITIONS

(SEVENTH LOK SABHA)

FIFTH REPORT

[Petition No. 1 regarding hardships of
Bombay Railway suburban commuters.]



(Presented to Lok Sabha on 18-9-1981)

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LOK SABHA SECRETARIAT
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COMPOSITION OF THE COMMITTEE ON PETITIONS

(1981-82)

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Shri S. D. Kaura—*Chief Legislative Committee Officer*

Shri Ram Kishore—*Senior Legislative Committee Officer.*

**FIFTH REPORT OF THE COMMITTEE ON PETITIONS
(SEVENTH LOK SABHA)**

I .

INTRODUCTION

1.1. I, the Chairman of the Committee on Petitions, having been authorised by the Committee to present the Report on their behalf, present this Fifth Report of the Committee to the House on Petition No. 1 regarding hardships of Bombay Railway suburban commuters.

1.2. The Committee considered the petition at their sitting held on 9 January, 1981. The Committee undertook on-the-spot study visit to Bombay on 30 and 31 January, 1981 to study the problems of the Bombay Railway suburban commuters. The Study Group held informal discussions with the Railway Officers and the representatives of the Commuters at Bombay. They visited V.T. and Churchgate routes relay inter-locking cabins and control office. The Study Group also watched the rush hour traffic at Bombay V.T. and Churchgate Station. They also visited Kurla Car Shed where they were informed about the functions and performance of the Shed. They visited Matunga Shop and Bandra fly-over site. The information that came to the notice of the Study Group in respect of several important points raised in the petition is given in Appendix I.

1.3. The Committee took oral evidence of Shri R. K. Mhalgi, M.P. and the petitioners on 31 March, 1981 and that of the representatives of the Ministry of Railways (Railway Board) on 1 April, 1981.

1.4. The Committee considered their draft Fifth Report at their sitting held on the 17th September, 1981 and adopted it.

1.5. For facility of reference the observations and recommendations of the Committee have been printed in thick type in the body of the Report.

1.6. The Committee wish to express their thanks to the Chairman of the Railway Board, General Manager, Western Railway, Assistant General Manager and Chief Planning Officer, Central Railway

and other Officers for furnishing the requisite information to the Committee in connection with the examination of the subject.

The Committee also express their thanks of Commuters' Associations with whose representatives the Study Group of the Committee had had discussions and others who had submitted written Memoranda to them during their tour.

NEW DELHI;
Dated the 17th September, 1981.

R. L. BHATIA
Chairman
Committee on Petitions

II

REPORT

Petition No. 1 signed by Shri R. G. Kapse, M.L.A. (Maharashtra) and others regarding hardships of Bombay Railway Suburban Commuters, was presented to Lok Sabha on the 1st February, 1980 by Shri R. K. Mhalgi, M.P.

A. Petitioners' Grievances, Suggestions and Prayer

2.1. In their petition (See Appendix II) the petitioners had stated:—

“Bombay is rightly called as the industrial and commercial capital of India. Because of the geographic nature, Bombay is a vast metropolis having linear activity of human beings and materials. Naturally, most of the burden comes on the railways for the movement of the manpower and materials. As a result, railways play a strategic and vital role in daily activities of Bombay and its linearly situated satellite suburbs.

During the last ten years, the various industrial estates set up by the Government of Maharashtra in and around the suburbs of Bombay such as Thane, Dombivali, Kalyan, Ulhasnagar, Ambarnath, Badlapur, hundreds of new industrial units have come up in this area, which employ thousands of workers, and contribute crores of rupees to the national economy. All these workers have to depend upon the railways as the mode of transport between their homes and places of work. Secondly, inspite of the strongest opposition from the Bombay Municipal Corporation, the Bombay Metropolitan Region Development Authority, various social organisations, political parties and the citizens of Bombay, the State Government reclaimed and is still reclaiming the Arabian Sea at the Southern end of Bombay, (known as Nariman Point and Cuffee Parade) whereupon a jungle of huge multi-storeyed office buildings have come up, and which is increasing every day. In these buildings, hundreds of offices employing thousands of employees hum with commercial activity. This also have resulted in a heavy movement of commuters into and out of Bombay every day.

Before heavy industrialisation in the area of and beyond Thane (upto Badlapur) the passenger traffic used to be south bound (into Bombay) in morning and north bound (out of Bombay) in evenings. But since this industrialisation, the railway trains loaded much beyond their capacity, run in either directions at any movement of day/night. The system is so overburdened that a slight dislocation somewhere, or just late running of trains, result in loss of thousands of man hours; and unfortunately this has become the rule of the day.

Each suburban train is expected to carry about 1100 passengers. But today, almost without any exception, all trains carry between 2500 to 4000 passengers. The crowd is such, that the commuters are not in a position to move their own limbs, they breathe each others breath, they cannot even wipe their sweat. They have to keep sweating till they reach their destination. The commuters travel, simply, because if they do not, they have to forego their bread. Normally, every person spends between two to six hours, every day facing this ordeal, while going to and returning from his working place. The plight of old, sick, disabled persons, and ladies is still miserable. All these physical and mental strains do tell heavily on the efficiency of the personnel. In spite of all these horrible conditions and hardships, the people have to travel two times a day whether they like it or not. This colossal waste of energy is cancerous.

The problem is how to reduce these hardships and miseries faced by the commuters every day. During the last decade, hundreds of suggestions were put to the railway authorities, but, so far no satisfactory remedy is coming out, and the situation is worsening fast. It is always said that the suburban section of railways always incurs heavy losses, and, therefore, no further expenditure on this section is justified. But this very argument that suburban section incurs loss does require deep scrutiny and detailed and thorough investigation.

We very earnestly feel that the time has come to have and adopt a revolutionary approach in solving these problems. The problem of 'paucity of funds' is a regular feature of our economy since Independence, or we can say, this problem is faced by all the developing economies.

Human movement in Bombay Metropolis is productive. Man-power is the most vital factor in any industrial commercial organisation and economy. If this factor remains harassed, agitated, it will definitely tell heavily on the prosperity of the economy.

Once this human power is accepted as the most important and vital factor, in the commercial/industrial activities of Bombay Metropolis, the total concept of suburban railway service and approach in redressing the commuters' hardships will automatically change; because then it will be accepted that the indirect returns on the investments made by the railways are magnanimous. Then, in the larger interests of the economy, the so-called barriers of 'losses in suburban service' or "paucity of funds" will automatically vanish."

2.2. The petitioners made the following suggestions regarding Bombay Suburban Railway system in order to reduce the hardships of the commuters:

- (1) The frequency of suburban trains should be brought to three minutes a train;
- (2) At present the suburban trains have nine coaches. This number should be raised to twelve;
- (3) Ghatkopar should be made terminus, and all Kurla locals should be extended upto Ghatkopar;
- (4) All trains going beyond Thane should have limited halts; and the Thane locals should be given staggered halts. This will help in reducing the journey time and the turn around period of trains will also be reduced;
- (5) During the evening peak hours, a few suburban trains going to Karjat/Kasara should leave from Dadar;
- (6) Regular suburban shuttle service should be introduced between Thane and Karjat/Kasara;
- (7) Railways have successfully experimented the "continuous welded track" system. This should be implemented in the suburban section, as it will help in increasing the speed of the trains, and reducing the maintenance costs and time;
- (8) Diva-Panvel and Karjat-Khopoli Sections should be electrified;

- (9) The work on proposed Thane Trombay goods line should be speeded up;
- (10) Goods Sheds at Thane and Mulund should be expanded and maximum goods traffic should originate/terminate at these points and goods shed at Vithalwadi station be opened;
- (11) A common terminus for Central and Western Railways' long distance trains should be created at Dharavi. According to our knowledge, a lay out plan for this has been prepared by Western Railways. And/or Thane should be made as a terminus for long distance trains. Suggestions Nos. (9), (10) and (11), if implemented, will reduce the number of goods and long distance trains going to and from Bombay. This will help in increasing the number of suburban trains, because of the availability of additional track-time;
- (12) Quite a number of old suburban rakes have a large number of imported components. Many a time, a number of these rakes remain idle in car shed, because of non-availability of spares or, replacement components immediate steps should be taken to remove this difficulty by importing sufficient stocks of all such critical items, say, for a year and the railways should be asked to take necessary steps for import substitution during this period in order to overcome this difficulty in the short and long run; and.
- (13) Additional maintenance facilities are absolutely essential to keep the trains fit for running smoothly and trouble free. As the Kurla Car Shed is very much over-loaded, the proposed Kalwa Car Shed Work should be speeded up.

B. Comments of the Ministry of Railways (Railway Board) and evidence before the Committee

(i) Frequency of suburban trains

2.3 In their petition, petitioners have demanded that the frequency of suburban train should be brought to 3 minutes a train. In their written reply dated the 20th November, 1980, the Ministry of Railways (Railway Board) stated: "Bombay area, which is served by the Central and Western Railways, has witnessed a tremendous growth of railway suburban commuters traffic during the last few decades. On the Central Railway portion alone the number of com-

muters has registered an increase of 355 per cent during the last 25 years (taking 1955 as the base year). In order to cater to this fast growing commuter traffic, the Railways apart from increasing the number of train trips, have taken several measures to augment the transport capacity which include:

- (a) Replacement of 6-coach rakes on the Harbour Branch and 8-coach rakes on the Main line by 9-coach rakes.
- (b) Replacement of old coaches imported in 1923 with a width of 10'-6" by new coaches of 12' width with more capacity.
- (c) Extending the runs of trains to longer and longer distances.
- (d) Replacement of shuttles running on North East and South East Sections beyond Kalyan by through trains from and to Bombay VT which reduced the total number of trains without reducing the transport capacity.

The overall railway transport plan for meeting the commuters traffic requirements of Bombay area comprises of (a) construction of additional railway corridors, and (b) optimisation of the existing suburban system. The Metropolitan Transport Project (Railways) is dealing with the additional corridor scheme. It has carried out techno-economic feasibility studies for providing a sixth double-track corridor, parallel to the existing five double track corridors from north to south, at a cost of Rs. 160 crores estimated at the 1974 level. This scheme envisages laying of a double-track corridor from Goregaon in the north to a new terminal at Fort Market in the south, with an additional pair of lines between Kurla and Bhandup.

However, in view of the enormity of the investments required it has not been possible upto now for the Planning Commission to find resources for this scheme.

Meanwhile, a smaller scheme of constructing a rail fly-over at Bandra to connect the slow lines of the Western Railway to the Harbour Branch lines of the Central Railway has been sanctioned. This scheme comprises the following:—

- (a) Provision of a fly-over at Bandra which will connect the slow lines of Western Railway to the Harbour Branch lines of the Central Railway across the main lines of the Western Railway.
- (b) Ancillary works between Victoria Terminus and Ravli Junction on the Harbour Branch line of the Central Rail-

way, such as, improvements to level crossings, change in signalling arrangements, etc.

On completion of this scheme, it will be possible to run more trains during the peak period directly from stations north of Bandra to Victoria Terminus stations. It will also be possible to run some additional trains on the Harbour Branch of Central Railway ex-Bandra/Kurla to Victoria Terminus.

As regards the optimisation of the existing suburban system, both Central and Western Railways have made out schemes for augmenting the frequency of train services as under:—

Central Railway:

Additional capacity is proposed to be generated by gradually reducing the prevailing headway (time-interval between successive trains) of 6 minutes on the main line and 6.4 minutes on the Harbour Branch line to 5 minutes in the first phase, 4 minutes in the second phase and 3 minutes in the third phase. The works pertaining to increase of frequency of trains to 5 minutes are already in hand.

Western Railway:

It is proposed to bring down the prevailing headway to 4 minutes in the first phase and 3 minutes in the second phase.

It is mentioned here that execution of optimisation works, which will have to be done under condition of intensive operations, will invariably mean serious dislocation of the existing services. Hence, introduction of 3 minutes service on the Western Railway and 4 minutes service and later 3 minutes service on the Central Railway would have to come after corridor VI becomes available, as the same would enable syphoning off of the traffic during the period of execution of optimisation works."

2.4. During the course of study tour, the Chief Planning Officer, Central Railway, informed the Study Group that the city had grown linearly along the north south axis, with economic activities and centres of employment being concentrated at the southern tip of the island city, around the port of Bombay. The occupation of rakes during peak hours was 300 per cent of the normal seating whereas in the NIP directions it was hardly 2 per cent to 12 per cent. The commuters traffic over the past few years had been rising at the rate of 8 per cent to 10 per cent per annum. He also informed the Study Group that the model split between the Railway and bus

transport was identified as 53:47. The Study Group was informed that Central Railway ran 864 trains carrying about 23 lakhs commuters each way over the highest load of 20 Kms. every day. The punctuality was about 95 per cent. The morning peak hours extended from 8.30 to 11 A.M. and the evening peak hours from 5 to 8 P.M.

2.5. The Study Group were informed that the suburban services were run on the three corridors by Central Railway *viz.* (i) VT to Kalyan (54 Kms.) exclusively for suburban services; (ii) VT to Kalyan for running fast suburban trains during peak rush hours and also for freights and passenger trains; and (iii) a pair of lines between VT and Bandra/Kurla/Mankhurd, used for suburban trains referred to as the harbour branch. The suburban trains ran beyond Kalyan also, up to Karjat (100 Kms. from Bombay) and Kasra (120 Kms. from Bombay). The suburban services were run with TMU rakes, each rake consisting of 9 coaches.

2.6. The Study Group were informed that there was a considerable gap between the demand and the capacity available. The problem could be solved by putting some curbs on multi-storeyed buildings and job opportunities in the city of Bombay and also by the dispersal of industries. Otherwise no amount of investment made on increasing the capacity would help solving the problem.

2.7. The Study Group inquired about the number of commuters who travelled by suburban trains every day in Bombay and the total capacity of suburban trains to carry passengers. They were informed that approximately 2.2 millions commuters were carried by the Western Railway and 2.3 millions by Central Railway daily. The suburban traffic had increased tremendously during the last 10 years. During the decade (1970-71 to 1978-79) alone, it had been increasing at the rate of 9.6 per cent a year. There was a considerable gap between demand and the capacity. Over-crowding was very heavy. The EMU rakes were provided with seating capacity of about 900. However, the number of commuters accommodated during the peak periods were more than 3500.

2.8. In this connection the General Manager, Western Railway, informed the Study Group that the Western Railway proposed to bring down the prevailing headway to 4 minutes in the first phase and 3 minutes in the second phase. As for the Central Railway, additional capacity was proposed to be generated by gradually reducing the prevailing headway (time-interval between successive trains) of 6 minutes on the main line and 6.4 minutes on the Harbour Branch line to 5 minutes in the first phase, 4 minutes in the second

phase and 3 minutes in the third phase. The works pertaining to increase of frequency of trains to 5 minutes were already in hand. He further informed the Study Group that the introduction of 3 minutes service on the Western Railway and 4 minutes service and later 3 minutes service on the Central Railway would have to come only after corridor VI became available, as the same would enable syphoning off of the traffic during the period of execution of optimisation works.

2.9. During the evidence, the Chairman pointed out that while on visit to Bombay to study the problems of the Bombay Railway suburban commuters, the Committee were informed that there was a good deal of gap between the demand and the capacity available and that the gap was increasing day by day and that there could be two solutions therefor—one, by optimisation of the existing suburban system and second, by construction of additional railway corridors. The Committee asked the representatives of the Ministry of Railways to indicate the efforts made by the Ministry in that direction and the difficulties arising in the way. Shri M. S. Gujral, the Chairman of the Railway Board, stated that there was third solution also which was very important and that was the dispersal of the 'centre of gravity. Shri Gujral further stated that studies were conducted for optimisation of the railway suburban system on Western Railway in 1972 and the estimated optimisation cost at that time was of the order of Rs. 100 crores which at present, would come to Rs. 200 crores. As such, the problem depended on the resources that could be made available by the Planning Commission, the witness added.

2.10. The Chairman, Railway Board further pointed out: "over the years the area around the central tracks has got built up very tremendously and the drainage which even if the Railways want to improve it, they cannot do it on their own." Referring to various constraints such as obtaining coordination from the State Governments relating to improvement of drainage system, difficulties of manufacturers in supply of stocks like coaches etc., the Chairman, Railway Board assured the Committee that within two months they would try to give a better picture thereof and for that they would have a proper in-depth study of the problem. The Chairman, Railway Board, further observed: "we have on order 85 coaches to come from Jessops. They have to deliver them within 3 years. We will get in all 27 extra rakes. We require optimisation of capacity. Line and signal capacity should be improved. The road should be able to withstand more vehicles and more trains. The interval or headway (as we call it) between trains should be reduced. On the

Central Railway we propose to reduce it from 6 minutes to 5 minutes. This is our plan. Some of the old rakes could be repaired and we will also be getting new rakes. We already have track capacity. Out of a provision of Rs. 11.8 crores, Rs. 7 crores have been spent already. There will be of course no substantial increase in the number of trains."

2.11. On being asked to indicate the time-bound programme for completion of works in hand for reducing the headway and the period by which the frequency of trains would be increased, the Member, Engineering, stated: "This is part of the optimisation study in which it was decided to reduce headway from six minutes to five minutes. That work comprises of re-spacing of signals, strengthening of the power system, expansion facilities, construction of additional quarters. Most of these works have been completed. This will enable us to make the headway to five minutes. This itself will be implemented as and when the additional EMUs are put into service. Regarding the second stage i.e. to reduce it from five minutes to four minutes, this will require much more input. That we have not yet taken up."

(ii) *Introduction of 12 Car-rake*

2.12. The petitioners have demanded that the number of Car-rake be increased from nine to twelve on all the suburban trains. The Ministry of Railways (Railway Board) in their written reply have stated that the proposal for introduction of 12-car rake on suburban sections was examined by the Railway Board in the past. The idea was dropped for the present because of large scale investments that would be necessary in the entire commuter area to prepare it for the 12-car rakes. Besides, this also poses problem of dispersal of commuter traffic from the Platform on to the roads and further on the roads themselves.

2.13. The Study Group were informed in the same refrain that it was not possible to introduce 12 car rakes and the Railways planned to go ahead with the optimisation of transport capacity on the basis of existing 9-car rakes; that the idea of 12-car rakes was dropped because of limitation of VT lay-out and the fact that for changing lay-out of platforms, tracks and signals etc. from 9 car rakes to 12 car rakes all over would have required very heavy investments; that this would have also posed a problem of dispersal of commuter traffic; that the existing car shed at Kurla had been built to accommodate 9 car rakes and that it was difficult to introduce even 10 car rakes.

2.14. On this aspect of the matter, Prof. Ram G. Kapse, on behalf of the petitioners, stated during evidence that according to their information as far as 12-car rake was concerned excepting Masjid Station on the Central Railway, all other stations could provide platforms for the 12-car rake. New bridges had been built at Dadar, Kalyan and so many other stations making provisions for extra commuters. Shri G. M. Bhave added that the traffic of commuters had already increased to such an extent that even with 12-car rakes, they did not expect increased traffic to be carried. But the same traffic was to be carried in a bigger, longer train, to give comforts to the commuters who were already finding it difficult to enter into the 9-car rake. It was only an addition of rakes.

(iii) *Limited halts for trains going beyond Thane.*

2.15. The petitioners made a suggestion that all trains going beyond Thane should have limited halts and the Thane locals should be given staggered halts as this would help in reducing the journey time and the turn round period of trains.

2.16. The Ministry of Railways (Railway Board) in their written reply dated the 20th November, 1980 have stated: "At present, for maximising the available capacity, slow trains are run on the local lines stopping at all stations and fast trains re run on the through lines stopping at selected stations. This makes the paths of the slow as well as fast trains parallel to each other on their respective corridors and enables running of maximum of trains during peak hours. The suggestion for limited halts will also deprive the commuters from intermediate station of the present services, which cannot be replaced unless the total number of trains increased which in turn is not feasible with the limited availability of line capacity and rolling stock. However, it may be mentioned that there has been a 63 per cent increase in the number of trains for commuters from stations beyond Thane during the last 9 years. The requirement of distant commuters from stations beyond Thane has been looked after quite satisfactorily within the limited resources available."

2.17. The Committee informed the petitioners during evidence that according to the Ministry of Railways, the limited halts for trains going beyond Thane would deprive commuters from intermediate station of the present services, which could not be replaced unless the total number of trains was increased which in turn was not feasible with the limited availability of line capacity and rolling stock and that the requirement of distant commuters from stations beyond Thane had been looked after quite satisfactorily within the

limited resources. The Committee asked them to state their comments in this regard. Prof. Ram G. Kapse stated that at about 16.00 hours it was impossible to get into the train at Thane. So, that was not looked after well. As regards the other thing that would not come in the way, Even if that was started, it would not come in the way of other traffic going to V.T.

(iv) *Need for originating a few suburban trains going to Karjat/Kasara from Dadar.*

2.18. The petitioners had suggested that during the evening peak hours a few suburban trains going to Karjat/Kasara should originate from Dadar. The Ministry of Railways (Railway Board), in their written reply have stated that the implementation of this suggestion is not possible due to absence of adequate terminal facilities i.e., a bay platform between the Up and Down running line at Dadar. Running of suburban trains from the island platform in the Dadar Terminus for long distance trains would involve cross movements, as this is situated on the east of quadruple lines, which would ultimately result in curtailment of the overall service. Provision of terminal facilities for some trains at Dadar was, however, under consideration, the Ministry added.

(v) *Introduction of suburban shuttle service between Thane and Karjat/Kasara.*

2.19. The petitioner had made a suggestion for introduction of a regular suburban shuttle service between Thane and Karjat-Kasara. In this regard, the Ministry of Railways (Railway Board) in a note dated the 20th November, 1980 have stated that starting of suburban shuttle service between Thane and Karjat/Kasara would require a width-wise expansion of the station so that a passenger platform can be provided between the Up and Down through lines. Apart from considerable expenditure, this can only be done if goods shed facilities at Thane are closed.

2.20. During evidence, the Secretary, Bombay Commuters, Council informed the Committee that the survey had already been carried out by the Central Railway. In his letter dated the 7th January, 1978, sent to the Bombay Commuters' Council, the General Manager stated:

"The feasibility of providing proper terminal facilities at Dadar in the context of shifting of goods...will, however, be considered when the new link is commissioned in the next two years or so."

The petitioner added that the question of starting shuttle service from Dadar onward could also be examined.

2.21. Shri R. K. Mhalgi, M.P. pointed out that Thane was the District Headquarter and it was also an industrial centre. About 500 factories were located there. A number of people frequented Thane. They found it very difficult to come to and return from Thane. At present, there were three platforms for suburban section.

Very good transport facilities were provided at Kalyan. Any train could come to any platform. The platforms at Thane could also be changed in such a way that they would be like those at Kalyan. If that facility was provided at Thane, a Shuttle could be introduced between Thane and Kalyan.

(vi) *Electrification of Diva-Panvel and Karjat-Khopoli Sections.*

2.22. Justifying the petitioners demand for electrification of Diva-Panvel and Karjat Khopoli sections, Shri R. K. Mhalgi, M.P. stated during evidence that the area between Poona and Khopoli was being developed as a new industrial centre. Khopoli had been declared as a municipal area. Every day new industries were coming up. There was a heavy concentration of industries. The water plant was working. Tata industries had been set up. Khopoli was fast developing. People were finding it very difficult to go to their places of work every day because of transport problems. Electrification of the route was necessary for easy and quick transport of passenger traffic.

2.23. Shri Mhalgi further stated that the railway had started more trains on the Diva Section. All business centres were being shifted to Panvel. People liked the idea of shifting the whole market-place to Panvel. After electrification of the route, transport would be very easy and traffic would be cleared very quickly. There was, therefore, justification for electrification of the route.

2.24. Shri G. M. Bhave one of the petitioners stated during evidence that it took a long to implement the decisions. It was a time-consuming affair. By the time these decisions were implemented, there would certainly be further increase of passenger traffic. By that time, the passenger traffic would be more than adequate. There was, therefore, no dearth of passenger traffic and there was full justification for electrification of the route. It should be planned right now, the witness added.

2.25. The Ministry of Railways (Railway Board) in their factual note dated the 20th November, 1980, stated: "the present traffic on Diva-Panvel section did not justify electrification of that section. However, it is being contemplated to undertake a proper survey at

an appropriate time for the purpose of making a realistic assessment of the need and justification for electrification of the section, consistent with the growth of traffic. As regards Karjat-Khopoli section also, a proper survey is being contemplated."

(vii) Speeding up the work on proposed Thane-Trombay goods line.

2.26. When asked to explain in what way the proposed Thane-Trombay goods line would be helpful in removing the hardships of suburban commuters, Shri Ram D. Naik stated during the evidence before the Committee that it would be better if all the four tracks were used for suburban traffic. At present, all the trains including goods trains were being run on these lines. These trains came to Dadar. They should be diverted to other routes and those four tracks should be exclusively used for suburban trains. That would be very useful to clear the passenger traffic, Shri Naik added.

2.27. In regard to speeding up the work on proposed Thane-Trombay goods line, the Ministry of Railways (Railway Board) have stated: "Difficulty is being experienced in taking possession of the land occupied by squatters. The State Government authorities have not been able to get the same vacated so far. However, contact are being maintained with the concerned authorities and all efforts are being made to get the possession of land early. Any further progress on the work in question will be, possible only after the land has become available."

2.28. In regard to removal of hutments dwellers and squatters etc. on Government land required for construction of Railway lines, Shri B. Y. Lohakare, Ex Municipal Councillor stated during evidence that if the Railway authorities came out with a proposal, the State Government of Maharashtra would extend full cooperation to remove hutments from that area.

(viii) Expansion of Goods Sheds at Thane and Mulund and opening of Goods Shed at Vithalwadi station

2.29. The petitioners had suggested that Goods Sheds at Thane and Mulund should be expanded and maximum goods traffic should originate/terminate at these points and a Goods Shed at Vithalwadi station should be opened.

2.30 In regard to this suggestion, the Ministry of Railways (Railway Board) in their written reply have stated: "In order to meet the requirements of the industrial area in and around Thane, the Central Railway has planned a new large size goods terminal between Bhandup and Mulund. The master plan for this goods shed

provides for expansion of the facilities in phases so as to keep pace with the development of traffic. Phase I of the project has been completed and adequate goods shed facilities are already available at the site for handling the present level of traffic. The approach to the goods shed is, however, through a level crossing at Mulund station and since the industrial area is situated on the west of the quadruple lines, the approach through the level crossing gate is hampering development of traffic at the goods shed. A road-over-bridge is already under construction in replacement of this level crossing gate and is expected to be completed shortly when the level of goods traffic handled at this goods shed is expected to increase substantially. Sanction for further phases of the work will be considered as the goods traffic increases.

A goods shed is available at Thane station where the present facilities are not adequate mainly because the new goods shed facilities at Mulund are not being utilised fully because of the bottleneck of the approach road passing through the level crossing gate. A survey for rationalisation of the goods handling facilities in Bombay area is already in hand. The recommendation of the survey team include elimination of some of the goods sheds, including Thane. The report of the survey team is expected to be finalised shortly.

In regard to the goods shed at Vithalwadi, the reference appears to be to the new location of the goods shed at Kalyan where the present facilities have to be shifted as a part of the work included in the 1978-79 works Programme. The work has been budgeted."

(ix) *Creation of a common terminus for Central and Western Railways*

2.31. In their petition, the petitioners have suggested creation of a common terminus of Central and Western Railways for long distance trains at Dharavi. The petitioners also informed the Committee that lay-out plan for this had been prepared by Western Railway. If it comes about, it would reduce the number of goods and long distance trains going to and from Bombay and would help in increasing the number of suburban trains, because of the availability of additional track-time.

2.32. In this connection, the Ministry of Railways (Railway Board) in their written reply dated the 20th November, 1980 stated: "The proposal for providing a common passenger terminus for Central and Western Railways for long distance trains at Dharavi has already been examined in the past. If a common passenger terminal is provided in this area, the movement of long distance trains from

the new terminal will result in excessive cross-movements across the suburban lines of the Railway so that the long distance train can come over to the through lines.

This will create a serious bottleneck in augmentation of suburban services in Kurla-Thane section where the need for such augmentation is pressing and important. The proposal of utilisation of the space available at Dharvi for long distance trains of the Western Railway was also examined in detail when it was found that Dharvi was not a suitable location for a passenger terminal for the Western Railway.

The overall question for finding the necessary finance for such a huge terminus also remains, and it has to be faced that in today's difficult ways and means position, there is very little possibility for the Planning Commission being able to allocate funds to such proportions."

2.33. When asked to state their comments on the submission made by the Railway authorities that Dharvi was not a suitable location for a passenger terminal for the Western Railway, Shri Ram Naik, M.L.A. stated that the population of Bombay and the areas around Bombay had been increasing. According to the latest census reports, Bombay's population was 82 lakhs. The population of the industrial areas in Thane, Kalyan, etc. was about 18 to 19 lakhs. Now, more and more people were coming to extended suburbs. In 1978, when there were Assembly elections in the State, the Borivli constituency 'had a voters' strength of 1,31,000. Last year elections took place again. Within two years, the voters' strength there had gone up to 1,72,000. Within two years, in one Assembly constituency the voters' strength had increased by 41,000. As more and more people were staying in suburbs, if they had to go any place out of Bombay, they were required to go on the Western Railway to Bombay Central. Those who were required to go out were unnecessarily crowding those trains. That crowding could be eliminated if Dharvi was used. At one time South Bombay was the area which was thickly populated. Now, the centre of Bombay was shifting towards north. Dharvi would be a central place. The population increase was such that there were now less people in South Bombay and more people in North Bombay. A very big project of New Bombay was going on, So, the population would increase on that side also. Dharvi would be a central place and the unnecessary load of outside trains would be taken away from the suburban traffic, Shri Naik added.

2.34. In order to tide over the difficult ways and means position, Shri Naik suggested that if Government floated a separate loan for the development of the Bombay suburban railway lines, Bombay people would contribute to it in a big way. Shri Naik further stated that in view of the earnings of the Government from taxes and revenue from the industrial workers and other commuters, Rs. ten crores required for reclamation of the site for terminals was not a big amount.

2.35. In his evidence before the Committee, the Chairman, Railway Board observed "Any common terminus will involve a scissors' effect and the moment you have a scissors' effect, you will go into the problem of constraint of capacity. That means, the total capacity that you have to move the trains today even on the existing lines will get reduced. Therefore, it is not a very healthy thinking with the constraint of capacity which is already there to go in for a sort of common terminus which will create this effect and even reduce the limited capacity which we are straining every nerve to optimise."

2.36. In reply to a question whether any effort had been made by the Railways, besides approaching the Planning Commission or the Government to find out ways and means to raise money to get over the financial constraints for the purposes of improving suburban railway services, the Chairman, Railway Board, stated: "As far as the resources raising is concerned, we have in the recent Budget raised the highest resources. Rs. 350 and odd crores in freight and Rs. 67 and odd crores in passenger traffic. Then again for the passenger traffic we have had to exclude 90 per cent of the passengers. Only 10 per cent of the daily travellers will be affected because the effort was not to burden the commuters. Commuters may be too sensitive and they may react. While one rupee or two rupees in a season ticket will not make such a vital difference to the man's Budget as such, the psychological reaction to the raising of suburban fares is very adverse. By virtue of this single fact a decade was allowed to go by without raising a single naya paisa. What I say is that 90 per cent is composed of the commuters you have mentioned which have been exempted. Secondly, first 150 kilometres of the second Class passenger is not subject to any additional levy at all. So, it is not the question of lack of will on the part of the Railways to raise resources. It is a total Government policy. On the other hand, if separate resources were to be created, I am sure institutions like the World Bank will be forthcoming to give us any amount of loan. But again, as the policy stands, it has to be funnelled through the Planning Commission. We cannot take

any resources direct. Similarly, we cannot raise any loans of that nature for developmental activity directly. It is not in the scheme of things—as we have lived with—in the development of the system. Of course, if any scheme is recommended by this Committee, if there is a direct help from the World Bank which is thoroughly impressed with the system, I think probably a headway can be made.”

2.37. In reply to another question about the resources being raised through advertisements, the Chairman, Railway Board, informed the Committee that a new pattern of advertisement had been introduced in 1979 and thereby they had raised a revenue of Rs. 9 lacs per annum on the Western Railway alone which was more than what they got on the whole of the South Eastern Railway. Shri Gujral further stated that the Western Railway would be able to get at least Rs. 12 lacs annually while the Central Railway would give a revenue of Rs. 22 lacs per annum. Shri Gujral also informed the Committee that a system of advertisement on the tickets could also be tried so as to raise the revenue resources.

(x) Maintenance and replacement of old components

2.38. In their petition, the petitioners had stated: “quite a number of old suburban rakes have a large number of imported components. Many a time a number of these rakes remain idle in car shed, because of non-availability of spare or replacement components. Immediate steps should be taken to remove this difficulty by importing sufficient stocks of all such critical items, say, for a year, and the railways should be asked to take necessary steps for import substitution during this period in order to overcome this difficulty in the short and long run.”

2.39. In this regard the Ministry of Railways (Railway Board) have stated: “The problem with the imported tractions equipments of suburban stock has been mainly on the Central Railway. At times, certain cancellations of trains become unavoidable due to unsatisfactory performance of old imported rakes which constitute about 35 per cent of the Electrical Multiple Suburban fleet on that Railway. On the 24 imported rakes, 96 Compressors of CM-38 type which are in service were overaged and had become due for replacement. Out of 50 compressors ordered through import, 47 had been received by September, 1980 and used. Mechanical condition of the remaining compressors has been improved upon through a rehabilitation programme—Import of Compressor spares has been arranged and supplies are due in 1981. Central Railway has also been asked to rehabilitate old stocks so as to make them serviceable till at least the new coaches become available in sufficient number.

Traction motor is another item which is in short supply. Steps are afoot to meet this requirement through imports and an order for 83 sets of traction motors has been placed on M/s. Nichimen & Co., Japan through M/s. B.H.E.L."

2.40. During their visit, the Study Group were informed that there was an over-all shortage of 100 motors. The original and the only manufacturer of these motors, M/s BHEL, Bhopal could not supply this Railways' requirements. To tide over the situation, Railway Board have placed an order for 83 traction motors on M/s. BHEL to be imported from Japan. These motors, when received sometime in the end of 1981, will give some relief. The Study Group were also informed that there was problem of shortage of wheel tyres. Three types of wheel tyres are used. Major requirements are met through importation and balance small quantities are supplied by M/s. TISCO.

In spite of timely procurement actions, during last year, out of three types of tyres, two types of tyres went out of stock on two occasions. This had a serious effect on the availability of rakes. The position had since improved.

2.41. The Study Group were also informed that the manufacture of railway gears and pinions also called for special technical expertise which was not available indigenously. With constant efforts, a few firms have established the requisite machinery and plant and developed gears and pinions used by Railways. Capacity of such firms is still insufficient to meet the Railways' requirements fully. Some more firms in the field of gear manufacturing were being persuaded to develop these items.

Due to overage, heavy over-load, intensive use and polluted atmosphere, EMU stock especially the imported stock of about 100 coaches had developed heavy corrosion on the pillars, under frame and the main members and developed negative camber. Due to non-availability of new coaches, these had to be continued in the service by giving them a "special attention" i.e. re-cambering on a war footing. The job of this peculiar nature was taken for the first time on Central Railway and is in progress. There was also shortage of motor generator sets. M/s. BHEL, Bhopal who were the only manufacturer, had failed to supply. Alternate sources were being developed and one proto-type is on trial.

Out of the total holding of 647 coaches, 182 coaches were of imported origin. Apart from these being of considerable age—in fact some being overaged and due for replacement—spare parts for these coaches had posed a great problem. This reflected on the overall

availability of EMU rakes for service. As some of the vital components were now not on the current production line of original manufacturers, most of the parts had since been indigenised but some vital components still required to be imported.

2.42. The Study Group were also informed that the Ministry of Railways had placed an order in November 1978 on M/s. Jessop & Co., Calcutta for manufacture and supply of 18 Nine-Car rakes for Central Railway. As per the order, the delivery of EMU coaches was to commence in January, 1980 and to be completed at the rate of 1 rake per month by about March, 1982. This delivery schedule had slipped back due to various reasons. It was understood that the first three trailer coaches were ready and were under inspection at Calcutta. These coaches would arrive at Bombay by March, 1981. The first full 9-Car rake complete with motor coaches was expected by mid 1981. Central Railway was expected to receive further rakes at the rate of one rake in 4½ weeks thereafter.

2.43. In reply to a question about planning for requisition of traction motors, the Advisor, Electrical, informed the Committee during the evidence thus: "Our planning is related to our expectations. Naturally, we are giving the highest priority for indigenous sets. We sit down usually and make out plans with BHEL on the expectation that they would supply them. If there is anything left over—which is generally a small number of items—we take it over to the next year. It so happened that all of a sudden the output of BHEL drop whereas our demand developed. We needed more coaches at Madras and Calcutta. The total production of BHEL itself was slow. They promised to supply some but there was a shortfall. We had to accumulate the slippages and go for imports through BHEL. They would now supply through imports either DC or AC motors. That is one side. Now we have ordered about 80 sets of motors. In another five to six months we will start getting the full quota of our supplies."

2.44. As regards maintenance and components, the Advisor, Electrical stated that: "We are out of the woods just now. We have two or three sources from where we get the components. We had to give a little encouragement to indigenous producers wherever they are coming up. For wheels and axles the country's production is still short. We are still dependant on imports. We have an annual programme of imports for wheels and tyres and axles. The requirement for each type of the component is constrained by the fact that we have to use the same supplier for our main line as far as locomotives and the EMUs are concerned. We do not get stock in

adequate supplies because of the shortfall in production. It leaves no options to us. Sometimes something or other falls back. Here again we get into difficulties. We expect not to have any problems in 1981-82."

2.45. About the shortage of motor generator sets, the Adviser, Electrical, stated: "The position is much better now. We are not that bad. We have received some sets. We have also repaired a few sets and brought them back into use. Similarly, for compressors, we have been able to develop substantial indigenous capacity. We have imported 50. So, on these two fronts we are not having any major problems. Only we have to keep up the flow of supplies, so that when the need arises, we are able to match."

2.46. The representatives of the commuters informed the Study Group that the rakes with the Railways were quite old and not a single rake had been replaced during the last 3 to 4 years. They requested that immediate steps should be taken by the Railway authorities to get the suitable replacement of rakes. They also informed the Study Group that due to non-replacement of old rakes, the punctuality had gone down during the last four months. In their opinion most of the rakes were in the workshop and were limping for want of spare parts.

2.47. Asked as to what steps the Railways had taken all these years to replace the old coaches, the representative of Railway Board stated "Replacement is a general question. It is related to funds. If we use all our new coaches for replacement, we would not have been able to carry even the present traffic. The fact remains that before the new rakes start arriving, demand for additional rakes is there already. We always lag behind in our replacement. It is a deliberate policy that we get the best out of the equipment. Each new rake costs about Rs. 75 lakhs. We have only certain limited capacity to build these rakes. So, we do keep the old rakes in service. The question of repair capacity also arises. Recently we had set up a high-powered committee associating the Railways Designs & Standards Organisation with it. They submitted their report only a week back. They have estimated that to keep some old coaches running, Railways will have to find another Rs. 9 crores or so. About 265 coaches have to be brought back. So, we can either save these Rs. 9 crores and keep the level of service as it is and use new rakes for replacement or find out more money to expand our service."

(xi) *Speeding up the proposed Kalwa Car Shed Work.*

2.48. Regarding the proposed Kalwa car shed work, the Ministry of Railways (Railway Board) stated in their written reply that the second EMU Car shed at Kalwa had been sanctioned and was being executed on priority.

(xii) *Additional pair of lines between Andheri and Bandra and East-West Corridor from Bandra to Panvel.*

2.49. During the course of study tour, the Study Group was informed that Andheri-Bandra section of the Western Railway constituted the most crowded section of the entire Bombay suburban system. The daily average figure of the two way traffic line volume was more than 15 lakhs commuters. This gave 59 trains per peak hour whereas the normal running was 24 trains per hour. A scheme was formulated to provide an additional pair of lines between Andheri and Bandra, flyover at Ravli Junction and other ancillary facilities, the cost of the scheme was estimated at Rs. 25 crores (1978 prices) and it formed an integral part of the IV corridor. The scheme was under consideration of the Railway Board and the Planning Commission and when fully executed would enable running of 8 trains per peak hour from the stations north of Bandra to VT and 8 trains per peak hour from Mankhurd to VT on Central Railway. The traffic between Bandra and Andheri was most congested. It constituted the heaviest commuter traffic density section on the Indian Railways. Asked to indicate the present position of the Rs. 25 crores scheme and by what time the scheme would be cleared for execution, Member, Engineering, stated: "There again, our total allotment is limited. Under the Planning Commission's allotment we have got a total allotment of about Rs. 5 crores but the expenditure likely to be incurred is about Rs. 48 crores. We have done the survey. The estimates have been prepared. The papers are in the process. We do not have the financial resources to go ahead." The Chairman, Railway Board, also informed that the fly-over had been built connecting central system and western system. The trial run of through trains from Andheri to VT and *vice versa* had also been completed.

2.50. The Committee were also informed that the State Government had suggested a scheme for constructing a west-east corridor from Bandra to Panvel linking Greater Bombay with new Bombay. This line would provide a fast and economic mass transportation

system thereby providing the necessary impetus to the planned development of New Bombay. The National Transport Policy Committee had also strongly recommended commissioning of this corridor. When asked to indicate the views of the Ministry of Railways in regard to the construction of west-east corridor, Member, Engineering stated: "The Railways want a fast and economic transport system in this area. So, surveys have been carried out for three schemes and estimates have been prepared. But how the funds would be found out to carry out the schemes is the major problem."

(xiii) *Security Arrangements for lady commuters*

2.51. The representatives of the commuters informed the Study Group that the security arrangements for lady commuters were quite inadequate. They suggested for additional Railway police force. They requested that adequate measures should be taken against the pick-pockets. The men commuters should not be allowed to travel in ladies' compartments. In this connection, they also suggested that separate arrangements should be made for those carrying vegetables, fish, etc. as these goods blocked the way. The Study Group were also informed that lady commuters were very unsafe beyond Kalyan. Bad elements entered into their compartments and there was no police or any security arrangement. The representatives of the commuters made the following suggestions:—

- (i) A policeman should be posted in ladies' compartment.
- (ii) There should be a bell under the seats which should ring in men's compartments.
- (iii) The ladies' and males' compartments should be divided by iron mesh so that any untoward incident in ladies' compartment could be seen from males' compartments.
- (iv) There should be separate compartments for those who carried fish, vegetable, etc.
- (v) Special security arrangements should be made in trains going beyond Kalyan as goonda elements entered into ladies' compartments and teased them.

2.52. When asked about the security arrangements of lady commuters, Shri Sarath informed the Committee thus: "State Governments have the authority to arrest bad elements and men travelling in ladies compartments. In agreement with the State Governments, a few months back, two Railways have been subscribing about Rs. 1 crore to reinforce the Railway Police. About Rs. 38 lakhs have been given by the Western Railway. That is additional on the

Western Railway, the alarm chain is being lowered. This will facilitate an average height Indian woman to pull. We are connecting it with a buzzer. In that case the men who are travelling in the next compartment will also come to know that there is something wrong." Shri Gujral, Chairman, Railway Board added: "On the Western Railway and on the Central Railway the systems are different.....I personally feel that the system on the Western Railway is better. The ladies compartment is at the end of the train."

During his evidence before the Committee, the Chairman, Railway Board, assured the Committee that he would look into suggestions mentioned above.

(xiv) *Separate Railway Division for Suburban Sections*

2.53. In the supplementary Memorandum submitted to the Committee on the 31st March, 1981, it has been stated that Suburban Sections of both Western and Central Railways have common problems and in order to coordinate the functioning and pooling the resources of both the Railways, like EMU Stock, spares, car-shed facilities etc., it is suggested that a separate Railway Division of the above two Suburban Sections be formed.

2.54. In his evidence before the Committee on the 31st March, 1981, Shri Ram D. Naik, on behalf of the petitioners, stated during evidence that there was a need for increase in improvement in managerial efficiency of the suburban railways. Today suburban passenger and goods traffic had increased to such an extent that there was need of a separate Railway division of the two suburban sections of both the Western and Central Railways. Suburban section commuters' problems were quite different from other traffic. In order to coordinate the functioning and pooling of resources of both the Railways like EMU stock, spare, utility of rakes, car-shed facilities etc., a separate Railway Division of the two suburban sections might be formed.

2.55. The Chairman, Railway Board during evidence before the Committee on the 1st April, 1981, requested the Committee that they use their good offices for the development of the suburban systems in all the big cities, for which there should be a separate infrastructure and separate allotment of resources, whichever recommendation you may choose to make. But if you tie it up with the total budget of the Railways, then the railways have all sorts of pressure to distribute their resources over all areas. But once the

suburban network all over India is delinked from the whole concept of Indian railway expansion scheme, then it will be an altogether different scheme and nobody will have any heart-burning that you are giving more to one city or another, or neglecting any backward area and spending more on some other areas."

(xv) *Increase in Fare and Ticketless Travelling*

2.56. During tour, the Study Group was informed by the representatives of the commuters that they were not in favour of any hike in suburban fares. They felt that it was not justified and they failed to understand why the Railways were incurring losses on suburban traffic particularly when the traffic carried by them was four times of the capacity.

2.57. In regard to suggestion for increase in fare in order to provide finance for improvement in suburban services, Shri S. V. Shidore, President, Bombay Commuters Council stated during evidence before the Committee that suburban season ticket fares were already high. The Bombay commuters were staying in the distant suburbs and whatever increase in the fare that was made in the last 2 or 3 years was very burdensome. It was increased by 50 per cent in 1979 and then in 1980, it was raised by 15 per cent. They would be unable to pay more.

2.58. When asked about the incidence of ticketless travelling on the suburban railways and the steps proposed to be taken to check ticketless travelling, the Chairman, Railway Board stated: "We are now launching a drive on an all-India pattern against ticketless travel. In the suburban sections it is humanly impossible to do check during certain periods. We can do only sample checks in the peak hours when the passengers come in or go out. We cannot put a barricade and search in the case of suburban lines. These limitations are there. Further, ticketless travel by itself is not very extensive on the suburban system. What happens in the suburban section is that a ticket is purchased by a particular person and he has different clients, who use it again and again. The best way to prevent misuse of suburban ticket is to have the photograph of the person affixed on the ticket. The suburban monthly ticket is highly subsidized. It comes to 9 or 10 single journey fare. Though we were thinking of introducing photographs, we find there is tremendous resistance from the commuters. If this Committee could make a recommendation, it will go a long way in making this system slightly more remunerative than what it is, or at least the losses in the suburban operations will get reduced."

C. Observations|Recommendations of the Committee

2.59. The Committee find that there has been phenomenal increase in industrial and economic activities in and around Bombay during the last three decades. A large number of industrial estates have been set up in Bombay and its suburbs by the Maharashtra Government, besides, a number of industrial units set up by Private and Co-operative sectors. These industrial units business houses, trading centres and Central and State Government Offices being located in different areas right from the southern tip of the island to the northern-most suburban regions of Bombay have caused tremendous increase in the movement of both goods and passenger traffic, in particular on account of the location of various business houses and Government Offices at the southern end of the island. There is heavy movement of commuters into and out of Bombay every day. Again, the population of 3.25 million of Greater Bombay in 1951 covering an area of about 440 Km. has increased to 8 million at present. The entire pressure of commuters traffic falls on the surface means of transport, particularly the Railways.

2.60. The Committee also find that approximately 2.2 million commuters travel by Western Railway and 2.3 million by Central Railway daily. During the preceding decade, the commuters traffic had been increasing at the rate of 9.6 per cent per annum. In the absence of matching capacity having been created for carrying the commuters considerable gap between the demand and capacity has resulted. Consequently, there is very heavy over-crowding on suburban trains, particularly during peak hours. The EMU rakes have a capacity of seating about 900, but more than 3,500 commuters travel by these rakes during peak hours.

2.61. From the information furnished by the Ministry of Railways (Railway Board), the Committee find that in case of Central Railway additional capacity is proposed to be generated by gradually reducing the prevailing headway (time-interval between successive trains) of 6 minutes on the main line and 6.4 minutes on the Harbour Branch line to 5 minutes in the first phase, 4 minutes in the second phase and 3 minutes in the third phase. In case of Western Railway, it is proposed to bring down prevailing headway to 4 minutes in the first phase and 3 minutes in the second phase. The works pertaining to increase of frequency of train to 5 minutes on the Central Railway are already in hand. Introduction of 3 minutes service in Western Railway and 4 minutes service and later 3 minutes service

on the Central Railway would have to come after Corridor VI becomes available, as the same would help in syphoning off the traffic during the period of execution of optimisation works.

2.62. Committee feel that the proposed work pertaining to increase of frequency of suburban trains in phases should be expedited and the progress made in this regard should be reflected in the Annual Report of the Ministry.

2.63. The Committee find that the proposal for introduction of 12-car rakes on suburban trains was examined by the Railway Board in the past but the idea was dropped because of large scale investments. Keeping in view of the heavy overcrowding on rakes, the Committee would like the Board to re-examine the issue and take necessary steps to reduce, if not altogether remove, overcrowding in suburban trains.

2.64. The Committee have been informed by the Ministry of Railways (Railway Board) that there has been 6.3 per cent increase in the number of trains for commuters from stations beyond Thane during the last 9 years. The requirement of distant commuters from stations beyond Thane had been looked after quite satisfactory within the limited resources. However, the petitioners have informed the Committee that at about 16.00 hours it is impossible to get into a train at Thane. The Committee trust that in order to cater to this fast growing commuters traffic, the suggestion for having limited halts for trains going beyond Thane would be taken into consideration by the Railway authorities in their future planning.

2.65. The Committee find that the implementation of the suggestion regarding starting of few suburban trains going to Karjat|Kasara from Dadar, is not possible due to absence of adequate terminal facilities. However, the question of providing such terminal facilities for some trains at Dadar had been under consideration of the Government for sometime. Committee hope that by now the Ministry of Railways would have come to some definite conclusion on this question. The Committee would like to be informed about the decision taken in this regard.

2.66. So far as electrification of Diva-Panvel and Karjat-Khopoli sections is concerned the Ministry of Railways intimated the Committee that a proper survey for making a realistic assessment of the need and justification of electrification consistent with the growth of traffic was being contemplated. The Committee would like the concerned Railways to under-take the survey at the earliest and

reflect the conclusion arrived at in the Annual Report of the Railway Ministry.

2.67. In regard to speeding up the work on proposed Thane-Trombay goods line, the Committee find that the difficulty was being experienced to remove hutments dwellers and squatters etc. on the Government land required for construction of Railway lines. Committee recommend that the Railway authorities must take up vigorously the matter with the State Government of Maharashtra to solve this problem at the earliest.

2.68. Committee find that the Central Railway has planned a new large size goods terminal between Bhandup and Mulund. The master plan for this goods shed provides for expansion of the facilities in phases so as to keep pace with the development of traffic. Phase I of the project has been completed and adequate goods shed facilities are already available at the site for handling the present level of traffic. However, the approach through the level crossing gate at Mulund station is hampering development of traffic at the goods shed. A road-over-bridge is already under construction in replacement of this level crossing gate and would be completed shortly and by that time level of goods traffic handled at this goods shed is expected to increase substantially. According to the Ministry of Railways, sanction for further phases of the work will be considered as the goods traffic increases. A survey for rationalisation of the goods handling facilities in Bombay area is already in hand and the report of the survey team is expected to be finalised shortly. The work in regard to the goods shed at Vithalwadi has been budgeted.

2.69. Committee hope that the aforesaid survey for rationalisation of the goods handling facilities in Bombay area would have been completed by now. The Committee desire this to be reflected in the Annual Report of the Ministry of Railways.

2.70. In regard to maintenance and procurement of components, the Committee learn from the Ministry of Railways that the production of traction equipments, wheels and axles in the country is in short supply and as such the country is dependent on imports. Since the rail transport is the major and important means of surface transport in the country, the commercial and industrial activities mainly depend on efficient functioning of the Railways. It is, therefore, of utmost importance that self-sufficiency, at least, in traction equipments and wheels and axles used by Railways, is achieved. The Committee would like the Planning Commission and

the Railway Board to draw up a comprehensive scheme to achieve this objective. Otherwise, our transport system is bound to suffer grievously in future. The Committee would like that action taken in this direction both by the Planning Commission and the Ministry of Railways be reflected in their Annual Reports. The Committee also note that the Railways have placed an order for 83 traction motors on Bharat Heavy Electricals Limited to be imported from Japan which are expected to be received sometime in 1981 which will give much relief to the commuters. The Committee would like to be informed about procurement of motor traction from Japan through Bharat Heavy Electricals Limited.

2.71. Regarding the additional maintenance facilities proposed to be created, Committee understand that the second EMU car shed at Kalwa has been sanctioned and is being executed on priority. Committee would like to be informed about the progress that has already been made in this regard as well as the time schedule that has been drawn for completion of the project with a clear indication to the effect that the time schedule will be strictly adhered to.

2.72. Committee find that Andheri-Bandra section of the Western Railway constituted the most crowded section of the entire Bombay suburban system. The daily average figure of the two way traffic line volume was more than 15 lakhs commuters. This gave 59 trains per peak hour whereas the normal running was 24 trains per hour. In order to reduce the great pressure of traffic on this section of the Railway a scheme of 25 crores rupees was formulated to provide an additional pair of lines between Andheri and Bandra, a rail flyover at Raoli Junction and other ancillary facilities. The Committee also find that the flyover connecting Central and Western system has been built. The trial run of through trains from Andheri to VT and vice versa has been completed.

2.73. Since the Bandra-Andheri section constitutes the heaviest commuter traffic density section on the Indian Railways, the Committee feel that successful completion of the scheme to provide for an additional pair of line between Andheri and Bandra along with a rail flyover at Raoli Junction and other ancillary facilities would certainly go a long way in mitigating the difficulties of the Bombay Railway suburban commuters. The Committee would like to emphasise that the Planning Commission and the Railway Board should find ways and means to allocate funds for this scheme so that the sufferings of the Bombay Railway suburban commuters are mitigated to a great extent.

2.74. The Committee note that the National Transport Policy Committee (commonly referred to as Pandey Committee) has recommended for giving highest priority to the scheme for constructing an East-West Corridor from Bandra to Panvel linking Greater Bombay with New Bombay so as to provide a fast and economic mass transportation system. The Committee understand that surveys have already been carried out for these schemes and estimates prepared and the major problem is stated to be the funds for implementing these schemes. In view of the importance of the East-West Corridor for the development of New Bombay thereby helping in acceleration of dispersal of industrial and business centres from South Bombay to other areas, the Committee recommend that the Railway Board and the Planning Commission should put their heads together and find out the necessary funds to implement these schemes.

2.75 As regards various other suggestions made by the petitioners like providing additional Booking windows etc. particularly those relating to security arrangements for the lady commuters, such as posting of policemen in uniform in ladies compartments, providing alarm bells at convenient points and partitions of iron mesh between ladies and gents compartments, the Chairman, Railway Board had assured the Committee that he would look into these matters. The Committee would like the Railway administration to report to the Committee as to the concrete measures taken in this regard.

2.76 During the course of evidence, it was emphasised by the petitioners that there was a need for increased improvement in managerial efficiency of the suburban railways. The suburban passengers and goods traffic in Bombay had increased to such an extent that there was a need for a separate Railway Division of the two suburban sections of Western and Central Railways. It was further stated that suburban sections commuters problems were quite different from other traffic and, therefore, in order to coordinate the functioning and pooling of resources like EMU stock, spares, utilisation of rakes, car sheds facilities etc. of both the Railways, a separate Railway Division might be set up. The Committee would like the Ministry of Railways to examine this aspect of the matter, without being conventional, in the interest of efficient functioning of the suburban Railways and inform the Committee about their conclusions in this regard.

NEW DELHI;
Dated 17th September, 1981.

...
R. L. BHATIA,
Chairman,
Committee on Petitions.

APPENDIX—I

(See para 1.2 of the Report)

STUDY NOTE

I. BOMBAY VT

(30th January, 1981)

Briefing by the Additional General Manager and the Chief Planning Officer, Central Railway

The Study Group was briefed by the Additional General Manager and the Chief Planning Officer, Central Railway regarding the commuter services in Bombay area. The Chief Planning Officer informed the Study Group that the city had grown linearly along the north south axis, with economic activities and centres of employment being concentrated at the southern tip of the island city, around the port of Bombay. The occupation of rakes during peak hours was 300 per cent of the normal seating whereas in the NTP directions it was hardly 2 per cent to 12 per cent. The commuters traffic over the past few years had been rising at the rate of 8 per cent to 10 per cent per annum. He also informed the Study Group that the model split between the Railway and bus transport was identified as 53 : 47. The Study Group was informed that Central Railway ran 864 trains carrying about 23 lakhs commuters each way over the highest load of 20 Kms. every day. The punctuality was about 95 per cent. The morning peak hours extended from 8.30 to 11 A.M. and the evening peak hours from 5 to 8 P.M.

2. The Study Group were informed that the suburban services were run on the three corridors by Central Railway, viz. (i) VT to Kalyan (54 Kms.) exclusively for suburban services; (ii) VT to Kalyan for running fast suburban trains during peak rush hours and also for freights and passenger trains; and (iii) a pair of lines between VT and Bandra/Kurla/Mankhurd, used for suburban trains referred to as the harbour branch. The suburban trains ran beyond Kalyan also, up to Karjat (100 Kms. from Bombay) and Kasra (120 Kms. from Bombay). The suburban services were run with EMU rakes, each rake consisting of 9 coaches.

3. The Study Group were informed that there was a considerable gap between the demand and the capacity available. The problem could be solved by putting some curbs on multi-storeyed buildings and job opportunities in the city of Bombay and also by the dispersal of industries. Otherwise no amount of investment made on increasing the capacity would help solving the problem.

II. Visit to Kurla Car Shed

4. The Study Group went round the Kurla Car Shed. The Chief Engineer (Electrical), Central Railway, Shri B. S. Chirmule explained to the Study Group the performance of the shed. The car shed is for running repairs and maintenance of all the electrical multiple units of the Bombay Division of Central Railway. The shed handles a total of 650 cars; a total formation of 69 Nos. of 9-car rakes. The car shed is responsible for the complete maintenance of these rakes. The abbove holding includes 21 rakes of imported origin obtained from U.K., Japan and Italy during the years 1951 to 1958 and the balance 48 rakes are of indigenous make from M|s. Jessops and I.C.F. The annual overhaul is done at two places namely Electrical works at Kurla car shed and Mechanical works at Matunga shops. All eletrical equipments are overhauled at Kurla Car Shed. The Study Group were informed that there was a problem of shortage of traction motors. There was an overall shortage of 100 motors. The original and the only manufacturer of these motors, M|s. BHEL, Bhopal could not supply this Railway's requirements. To tide over the situation, Railway Board have placed an order for 83 traction motors on M|s. BHEL to be imported from Japan. These motors, when received sometime in the end of 1981, will give some relief. The Study Group were also informed that there was problem of shortage of wheel tyres. Three types of wheel tyres are used. Major requirements are met through importation and balance small quantities are supplied by M|s TISCO.

5. In spite of timely procurement actions, during last year, out of three types of tyres, two types of tyres went out of stock on two occasions. This had a serious effect on the availability of rakes. The position had since improved.

6. The Study Group were informed that the manufacture of railway gears and pinions also called for special technical expertise which was not available indigenously. With constant efforts, a few firms have established the requisite machinery and plant and developed gears and pinions used by Railways. Capacity of such firms is still insufficient to meet the Railways requirements fully.

Some more firms in the field of gear manufacturing were being persuaded to develop these items.

7. The Study Group were informed that due to overage, heavy over-load, intensive use and polluted atmosphere, EMU stock especially the imported stock of about 100 coaches had developed heavy corrosion on the pillars, under frame and the main members and developed negative camber. Due to non-availability of new coaches, these had to be continued in the service by giving them a "special attention" i.e., re-cambering on a war footing. The job of this peculiar nature was taken for the first time on Central Railway and is in progress. There was also shortage of motor generator sets. M/s. BHEL, Bhopal who were the only manufacturer, had failed to supply. Alternate sources were being developed and one proto-type is on trial.

8. The Study Group were informed that out of the total holding of 647 coaches, 182 coaches were of imported origin. Apart from these being of considerable age—in fact some being overaged and due for replacement—spare parts for these coaches had posed a great problem. This reflected on the overall availability of EMU rakes for service. As some of the vital components were now not on the current production line of original manufacturers, most of the parts had since been indigenised but some vital components still required to be imported.

9. The Study Group were also informed that the Ministry of Railways had placed an order in November 1978 on M/s. Jessop & Co., Calcutta for manufacture and supply of 18 Nine-Car rakes for Central Railway. As per the order, the delivery of EMU coaches was to commence in January, 1980 and to be completed at the rate of 1 rake per month by about March, 1982. This delivery schedule had slipped back due to various reasons. It was understood that the first three trailer coaches were ready and were under inspection at Calcutta. These coaches would arrive at Bombay by March, 1981. The first full 9-Car rake complete with motor coaches was expected by mid, 1981. Central Railway was expected to receive further rakes at the rate of one rake in 4½ weeks thereafter.

III. Bombay VI

Informal discussion with the officers of Central and Western Railways and M.T.P. (R)

10. The Study Group held informal discussions with the General Manager, and heads of department of Western Railway, Additional General Manager and heads of department of Central Railway and

Chief Administrative Officer, Metropolitan Transport Project (Railways), Bombay.

11. At the outset, the General Manager, Western Railway explained in detail the problems of the suburban sections and the schemes in progress for improving rail suburban transport. He informed the Study Group that the Western Railway proposed to bring down the prevailing headway to 4 minutes in the first phase and 3 minutes in the second phase. As for the Central Railway, additional capacity was proposed to be generated by gradually reducing the prevailing headway (time-interval between successive trains) of 6 minutes on the main line and 6.4 minutes on the Harbour Branch line to 5 minutes in the first phase, 4 minutes in the second phase and 3 minutes in the third phase. The works pertaining to increase of frequency of trains to 5 minutes were already in hand. He further informed the Study Group that the introduction of 3 minutes service on the Western Railway and 4 minutes service and later 3 minutes service on the Central Railway would have to come only after corridor VI became available, as the same would enable syphoning off of the traffic during the period of execution of optimisation works.

12. He stated that Andheri-Bandra section of the Western Railway constituted the most crowded section of the entire Bombay suburban system. The daily average figure of the two way traffic line volume was more than 15 lakhs commuters. This gave 59 trains per peak hour whereas the normal running was 24 trains per hour. A scheme was formulated to provide an additional pair of lines between Andheri and Bandra, a flyover at Ravli Junction and other ancillary facilities, the cost of the scheme was estimated at Rs. 25 crores (1978 prices) and it formed an integral part of the VI corridor. The scheme was under consideration of the Railway Board and the Planning Commission and when fully executed would enable running of 8 trains per peak hour from the stations north of Bandra to VT and 8 trains per peak hour from Mandhurd to VT on Central Railway. The scheme could also enable running of 3 to 4 additional trains from stations north of Bandra to Churchgate during peak hour.

13. The Chief Administrative Officer, M.T.P(R) informed the Study Group of the Rs. 6.92 crores scheme (1976-77 prices) regarding construction of a flyover linking Western Railway's local lines with Central Railway's harbour branch lines between Khar and Bandra stations of Western Railway. The scheme was sanctioned

by the Planning Commission in September 1977. This scheme provided for optimisation of Harbour Branch Lines of Central Railway to reduce the headway of the trains from 6 minutes to 5 minutes. The work of construction of the flyover was in full swing and was likely to be completed during 1981. The scheme would enable running of 6 harbour branch lines per peak hour between VT and Bandra and enable extension of 5 of these trains at least up to Andheri of Western Railway. It would also enable running one additional train per hour between Mankhurd and VT on the Central Railway. The scheme also provided for an island platform at Vadala which would facilitate cross platform facilities for passengers from Bandra side on Western Railway bound for Kurla and Mankhurd on Central Railway and vice-versa. The scheme would increase space capacity between Bandra and Andheri and would reduce the existing heavy congestion between these two stations.

14. The Study Group inquired about the number of commuters who travelled by suburban trains every day in Bombay and the total capacity of suburban trains to carry passengers. They were informed that approximately 2.2 millions commuters were carried by the Western Railway and 2.3 millions by Central Railway daily. The suburban traffic had increased tremendously during the last 10 years. During the decade (1970-71 to 1978-79) alone, it had been increasing at the rate of 9.6 per cent a year. There was a considerable gap between demand and the capacity. Over-crowding was very heavy. The EMU rakes were provided seating capacity of about 900. However, in actual the number of commuters accommodated during the peak periods were more than 3500.

15. In reply to another question, the Study Group were informed that the capacity could not be expanded to cope with the increasing traffic as the population growth was far ahead of the optimum expectation.

16. As for the rakes position, the Study Group were informed that on Western Railway, the present rakes holding was 60. Out of which only 3 rakes were of more than 25 years old. The rakes were of different makes and they had some difference in their basic characteristics. The type and make of stock of rakes on Central as well as Western Railways is as follows:—

	Central Railway	Western Railway
No. of rakes	71	60
Year of manufacture	1951 to 1958 (15) 1958 (9) 1963 to 1977 (47)	1951 to 1963 (21) 1969 (39)

17. The Railways needed more rakes in order to meet the demand of suburban traffic. There was a shortage of 16 to 17 rakes. Some of the existing rakes which had outlived their lives needed replacement. The Western Railway had placed orders on M/s Jessop & Co. for 67 coaches which provided full 7 rakes. Three rakes out of these would be used for replacement of overaged 1951 stock and the balance 4 rakes would be used for additional service. The Western Railway had planned a total requirement of 101 coaches. Supply of coaches had been programmed for delivery from May 1981 onwards which was a part of optimisation programme.

Central Railway

18. The Study Group were informed that to augment the capacity it was necessary to both (a) **optimise the capacity** on the existing rail corridors and (b) construct additional Corridors. The Railway had constituted a Survey Team in 1971. This team recommended optimisation of suburban services in three different phases, viz. I, II and III. Unfortunately for want of funds it has not been possible to start works for phase II and III and so far only works for phase I have been taken up and are substantially complete also.

Phase I

19. Re-spacing of signals, alterations at level crossing, strengthening of power systems, expansion of facilities in the Kurla car shed, setting up of a new car shed at Kalwa. The total estimated cost of works recommended being Rs. 11.84 crores.

20. Besides additions to the existing fleet of rakes are also necessary. Presently there are 68 rakes and for 5 minutes service 85 rakes would be necessary. Orders for some rakes have been placed and the deliveries are expected to commence from May, 1981.

Phase II

21. Re-modelling of VT suburban yard, multi-storeyed building at VT, dispersal arrangements at stations, doubling of Chembur-Mankhurd section, section signalling etc. The updated estimated cost of these works being Rs. 37.00 crores.

22. Re-modelling of VT yard envisaged provision of 6 double-discharge platforms and better dispersal facilities. All dovetailing into a master plan for re-modelling of entire VT passenger complex was now estimated to cost Rs. 9.33 crores.

23. Additional rakes to bring the number of 102 rakes would be necessary for phase II also and this will require a sum of Rs. 17.34 crores.

Phase III

24. Phase III of Kalwa Car Shed, stabling sidings, telecommunication facilities, etc. Updated estimated cost being Rs. 43 crores.

25. Additional rakes to bring the number of 111 required were estimated to cost Rs. 32.80 crores.

25. Works that could be or would be completed by 1985-86 depended mainly on funds that were made available. Almost all the works which are in progress, at present, would be completed by 1985-86. Additional works for phase II could be completed if every year adequate funds were made available. Apart from funds and materials required for carrying out works, some of which have to be imported, problem of increasing the capacity of indigenous manufacture of EMU stock also required to be tackled. Presently, not only the capacity of electrical equipment, which is supplied by BHEL, is inadequate, but even the capacity of manufacture of trailer coaches and the mechanical portion of motor coaches appears to be inadequate in the public sector units and ICF.

27. Besides the optimisation scheme of the Central Railway, which would cost over Rs. 160 crores, techno-economic survey for construction of two additional corridors had been completed, viz. the VI Corridor Scheme consisting of about 38 Kms. length of additional pair of tracks on Central and Western Railways, with a new underground terminal at Fort Market estimated to cost Rs. 160 crores in 1974. The other VII Corridor Scheme, the cost of which was estimated around Rs. 510 crores in 1976 and was mainly a tube railway. As it is, even the optimisation scheme had not progressed fast enough, for want of funds. For the VI Corridor Scheme, it was understood that the report had been forwarded to the Planning Commission by the Board. but their clearance had not yet been received. For the VII Corridor Scheme, so far only techno-economic survey had been made and the final location survey was yet to be made. When asked if in view of the enormity of the estimate of commuter traffic, the implementation of the plan for the VI Corridor could wait and be deferred, the representatives of the Railways informed the Study Group that the Scheme due to constraints of resources was being implemented in a phase-wise manner. In the first phase being the Rs. 6.92 crores Bandra flyover scheme and the

Rs. 25 crores scheme providing an additional pair of lines between Andheri and Bandra, a flyover at Ravli Junction and other facilities was being taken up. They informed the Study team that the entire VI Corridor project at 1974 prices was estimated to cost at about Rs. 160 crores.

28. It was further explained that the Rs. 25 crore scheme (1978 prices) was under consideration of the Railway Board and the Planning Commission and when fully executed would enable running of 8 trains per peak hour from stations north of Bandra to VT and 8 trains per peak hour from Mankhurd to VT. The scheme would also enable running of 3 to 4 additional trains from stations north of Bandra to Churchgate during peak hour. The scheme could be executed within a period of 3 to 4 years.

29. The Study Group were apprised of the fast deteriorating situation in regard to the transport system of Bombay. The State Government had been concerned at the fast deteriorating situation in regard to the transport system of Bombay in face of the rapid growth of population and employment and accordingly had developed a strategy for decentralising the economic activities from South Bombay and establish new growth centres in the Bandra-Kurla, New Bombay and Kalyan areas. In this context, the State Government had suggested a scheme for constructing a west-east corridor from Bandra to Panvel linking Greater Bombay with New Bombay. This line would provide a fast and economic mass transportation system thereby providing the necessary impetus to the planned development of New Bombay. The entire West-east Corridor would cost about Rs. 150 crores (1978-79 prices). The National Transport Policy Committee, in their Report, have strongly recommended commissioning of West-east Corridor and the Scheme for provision of additional pair of lines on the section between Andheri and Bandra (which constituted the heaviest commuter traffic density section on the Indian Railways). The Study Group desired to know the present stage of implementation of the scheme of construction of rail flyover at Bandra. They were informed that it was likely to be completed by August/September, 1981.

30. The Study Group enquired if the Railways had any time-bound programme for completion of works in hand and the time by which the frequency of trains would be increased to 5 minutes on the Central Railway and what was the time-frame drawn up for introducing frequency of 4 minutes and 3 minutes on this Railway. The Study Group were informed that the Phase I had almost been completed. As for introducing frequency of 4 minutes and 3

minutes, long term schemes were needed which need which involved an estimated investment of Rs. 40 crores by way of works and Rs. 35 crores by way of Rolling Stock (1979 level). The whole question was linked with the VI Corridor. They suggested that for a lasting and permanent solution of the commuters problems, the Government had to take hard decision to freeze further growth of population and job opportunities in Greater Bombay and encourage dispersal of industries, trains and habitates in poly-nucleated growth centres outside the Greater Bombay region towards the mainland.

31. The Study Group desired to know the total estimated cost for introduction of 12-car rakes and whether it was possible to introduce such a scheme in phases. The Study Group were informed that it was not possible to introduce 12 car rakes and the Railways planned to go ahead with the optimisation of transport capacity on the basis of existing 9-car rakes. The idea of 12-car rakes was dropped because of limitation of VT lay-out and the fact that for changing lay-out of platforms, tracks and signals etc. from 9-car rakes to 12-car rakes all over would have required very heavy investments. Further, this would have also posed a problem of dispersal of commuter traffic. Besides, the existing car shed at Kurla had been built to accommodate 9-car rakes. When inquired if introduction of 10-car rakes was possible, the Study Group were informed that it was difficult to introduce 10-car rakes.

32. The Study Group were also informed that on Diva-Panvel section only about 5 to 6 passenger and goods trains were run each way and the present volume of traffic did not justify electrification of the section. The question of undertaking a survey for the electrification of this line would be considered when major industries came up in the area.

33. The Study Group desired to know about the incidence of ticketless travelling on the suburban Railways. They were informed that in 1980 about 58000 ticketless travellers were detected. Although it was not possible to have complete checking, yet every effort was made to detect as many ticketless travellers as possible. Approximately 10-per cent of the commuters travelled without tickets.

34. When asked if the goods sheds could be shifted from their present places, the representative of the Railway said that it was not possible as these were required to cater to the need of large number of consumers. In case the goods-sheds were shifted the goods would have to be carried by road which would put heavy pressure on road transport.

IV. Visit to Matunga Workshop

35. The Study Group visited the Carriage and Wagon Workshops for Central Railway at Matunga. They were explained the salient features of the Workshop Complex. The highlights of the workshop were:—

- (a) Periodical overhaul of 2878 number of coaching stock of ICF, BEML and IRS types. The workshop maintained a daily out turn of 9.5 units of POH which was being increased to 11 units of POH.
- (b) Periodical overhaul of 652 Electrical Multiple Units required for suburban services of Bombay. POH of the same is being increased from 3 to 5.5 units per day.

With World Bank assistance, a Rs. 68 millions scheme for modernisation of this workshop had been undertaken, and the same was likely to be completed by 1983-84.

V. Bombay VT

(31st January, 1981)

Informal discussion with representatives of commuters.

36. It was pointed out to the representatives of commuters that Railways considered that it was not possible for suburban trains going to Karjat/Kasra to leave from Dadar in the absence of adequate terminal facilities. The representatives of the commuters stated that there was already a large space available between Central and Western lines. There was even a tennis court in between.

37. In regard to their suggestion of introducing suburban shuttle service between Thane and Karjat/Kasra, the representatives of the commuters stated that it was not necessary to close the goods shed facilities at Thane, as stated by the Railways. In their opinion, it was possible to increase the existing terminal facilities at Thane without closing the goods shed.

38. When informed of the Ministry's reply that the present traffic on Diva-Panvel and Karjat-Khopoli sections did not justify electrification of the sections, the representatives of the commuters stated that it should form a part of future planning. There is large scale industrial activity in the area and there was already sufficient traffic on Karjat-Khopoli section.

39. The Study Group desired to know in what way the proposed Bombay-Thane railway line will help in removing the hardships

of suburban commuters. The representatives of the commuters stated that if the goods traffic was diverted to this line, it would release capacity for passenger traffic.

40. As for creation of a common terminus of Central and Western Railways at Dharavi, the Study Group pointed out to the representatives of the commuters that Railways did not consider this location feasible for creation of a common terminus. The representatives of the commuters then suggested another location at Kalyan. The Chairman, Committee on Petitions, observed that they had visited this site and they did not find it feasible as it involved heavy costs for reclamation (Rs. 10 crores).

41. The representatives of the commuters stated that the rakes with the Railways were quite old and not a single rakes had been replaced during the last 3 to 4 years. They requested that immediate steps should be taken by the Railway authorities to get the suitable replacement of rakes. They also informed the Study Group that due to non-replacement of old rakes, the punctuality had gone down during the last four months. In their opinion most of the rakes were in the workshop and were limping for want of spare parts.

42. The representatives of the commuters were not in favour of 12 ft. wide rakes as it would pose problem of quick dispersal of commuters from the rakes on to the platforms.

43. The representatives of the commuters impressed the need for better coordination between the Central and Western Railways. They felt that these two Railways were not working in complete coordination in regard to the suburban traffic. They were in favour of the Port Trust Railways being taken over by the Railways.

44. The representatives of the commuters informed the Study Group that the security arrangements for lady commuters were quite inadequate. They suggested for additional Railway Police force. They requested that adequate measures should be taken against the pick-pockets. The men commuters should not be allowed to travel in ladies' compartments. In this connection, they also suggested that separate arrangements should be made for those carrying vegetables, fishes, etc. as these goods blocked the way. The Study Group were also informed that lady commuters were very unsafe beyond Kalyan. Bad elements entered into their compartments and there was no police or any security arrangement.

45. The representatives of the commuters also made the following suggestions to the Study Group:—

- (i) The main passenger trains should arrive after the peak hours.
- (ii) Announcements should be made in time.
- (iii) Separate ticket windows should be provided for ladies as the existing ticket windows were quite inadequate.
- (iv) Too much space was allotted to shopkeepers and hawkers which left little space for passengers. Railways should be asked not to allot further space for the purpose.
- (v) Kalyan should be made a terminus as it would relieve pressure at VT.
- (vi) Microphone arrangements should be made in the local trains.

46. The representatives of the commuters were not in favour of any hike in suburban fares. They felt that it was not justified and they failed to understand why the Railways were incurring losses on suburban traffic particularly when the traffic carried by them was four times of the capacity.

Informal discussion by the Chairman with Smt. Mrinal Gore and Smt. Ahilya Rangnekar ex-M.Ps and others.

47. Shrimati Mrinal Gore and others informed the Chairman that the security arrangements on suburban trains for lady commuters were very inadequate. In this connection, they made the following suggestions:—

- (i) A policeman should be posted in ladies' compartment.
- (ii) There should be a bell under the seats which should ring in men's compartments.
- (iii) The ladies' and males' compartments should be divided by iron mesh so that any untoward incident in ladies' compartment could be seen from males' compartments.
- (iv) There should be separate compartments for those who carried fish, vegetable, etc.
- (v) Special security arrangements should be made in trains going beyond Kalyan as goonda elements entered into ladies' compartments and teased them.

Composition of the Study Group of the Committee on Petitions, Lok Sabha visited Bombay on the 30th and 31st January, 1981 in connection with Petition No. 1 regarding hardships of Bombay Railway suburban commuters.

1. Shri R. L. Bhatia—*Chairman*
2. Smt. Vidya Chennupati
3. Shri A. C. Das
4. Shri D. M. Putte Gowda
5. Shri Seth Hembram
6. Shri Ghulam Rasool Kochack
7. Shri K. Mallanna
8. Shri Muzaffar Hussain
9. Shri Navin Ravani
10. Shri N. Soundararajan
11. Shri Suraj Bhan
12. Shri Raghunath Singh Verma.

SECRETARIAT

1. Shri Gian Chand—*Additional Secretary.*
2. Shri R. D. Sharma—*Senior Legislative Committee Officer.*
3. Shri Ram Sarup—*P.A. to Chairman, Committee on Petitions.*
4. Shri K. L. Narang—*Legislative Committee Assistant.*

APPENDIX II

(See para 2.1 of the Report)

[Petition regarding hardship of Bombay Railway suburban commuters.]

LOK SABHA

PETITION NO. 1

(Presented to Lok Sabha on 1-2-1980)

To

LOK SABHA,
NEW DELHI

The humble petition of the elected representatives of the suburban commuters, the office bearers of various suburban passengers' Associations and the harassed commuters.

Sheweth

Bombay is rightly called as the industrial and commercial capital of India. Because of the geographic nature, Bombay is a vast metropolis having linear activity of human beings and materials. Naturally, most of the burden comes on the railways for the movement of the manpower and materials. As a result, railways play a strategic and vital role in daily activities of Bombay and its linearly situated satellite suburbs.

During the last ten years, the various industrial estates set up by the Government of Maharashtra in and around the suburbs of Bombay such as Thane, Dombivali, Kalyan, Ulhasnagar, Ambarnath, Badlapur, hundreds of new industrial units have come up in this area, which employ thousands of workers, and contribute crores of rupees to the national economy. All these workers have to depend upon the railways as the mode of transport between their homes and places of work. Secondly, inspite of the strongest opposition from the Bombay Municipal Corporation, the Bombay Metropolitan Region Development Authority, various social organisations, political parties and the citizens of Bombay, the State Government reclaimed and is still reclaiming the Arabian Sea at the Southern end

of Bombay, (known as Nariman Point and Cuffee Parade) whereupon a jungle of huge multistoreyed office buildings have come up, and which is increasing every day. In these buildings, hundreds of offices employing thousands of employees hum with commercial activity. This also have resulted in a heavy movement of commuters into and out of Bombay every day.

Before heavy industrialisation in the area at and beyond Thane (upto Badlapur) the passenger traffic used to be south bound (into Bombay) in mornings and north bound (out of Bombay) in evenings. But since this industrialisation, the railway trains loaded much beyond their capacity, run in either directions at any movement of day/night. The system is so overburdened that a slight dislocation somewhere, or just late running of trains, result in loss of thousands of man hours; and unfortunately this has become the rule of the day.

Each suburban train is expected to carry about 1,100 passengers. But today, almost without any exception, all trains carry between 3,500/- to 4,000/- passengers. The crowd is such, that the commuters are not in a position to move their own limbs, they breathe each others breath, they cannot even wipe their sweat. They have to keep sweating till they reach their destination. The commuters travel, simply, because if they do not, they have to forego their bread. Normally, every person spends between two six hours, every day facing this ordeal, while going to and returning from his working place. The plight of old sick, disable persons, and ladies is still miserable. All these physical and mental strains do tell heavily on the efficiency of the personnel. In spite of all these horrible conditions and hardships, the people have to travel two times a day whether they like it or not. This colossal waste of energy is cancerous.

The problem is how to reduce these hardships and miseries faced by the commuters every day. During the last decade, hundreds of suggestions were put to the railway authorities, but, so far no satisfactory remedy is coming out, and the situation is worsening fast. It is always said that the suburban section of railways always incurs heavy losses, and therefore, no further expenditure on this section is justified. But this every argument that suburban section incurs loss does require deep scrutiny and detailed and thorough investigation.

We very earnestly feel that the time has come to have and adopt a revolutionary approach in solving these problems. The

problem of "paucity of funds" is a regular feature of our economy since Independence, or we can say, this problem is faced by all the developing economies.

Human movement in Bombay Metropolis is productive. Man-power is the most vital factor in any industrial commercial organisation and economy. If this factor remains harassed, agitated; it will definitely tell heavily on the prosperity of the economy.

Once this human power is accepted as the most important and vital factor, in the commercial/industrial activities of Bombay Metropolis the total concept of suburban railway service and approach in redressing the commuters' hardships will automatically change; because then it will be accepted that the indirect returns on the investments made by the railways are magnanimous. Then, in the larger interests of the economy, the so-called barriers of "losses in suburban service" or "paucity of funds" will automatically vanish.

We submit a few suggestions which, if implemented, will to a great extent help; if not to eliminate, atleast to reduce considerably the hardships of the millions of the suburban commuters.

- (1) The frequency of suburban trains should be brought to three minutes a train;
- (2) At present the suburban trains have nine coaches. This number should be raised to twelve;
- (3) Ghatkopar should be made terminus, and all Kurla locals should be extended upto Ghatkopar;
- (4) All trains going beyond Thane should have limited halts; and the Thane locals should be given staggered halts. This will help in reducing the journey time, and the turn around period of trains will also reduce;
- (5) During the evening peak hours, a few suburban trains going to Karjat/Kasara should leave from Dadar;
- (6) Regular suburban shuttle service should be introduced between Thane and Karjat—Kasara;
- (7) Railways have successfully experimented the "continuous welded track" system. This should be implemented in the suburban section, as it will help in increasing the speed of the trains, and reducing the maintenance costs and time;

- (8) Diva-Panvel and Karjat—Khopoli Sections should be electrified;
- (9) The work on proposed Thane Trombay goods line should be speeded up;
- (10) Goods Sheds at Thane and Mulund should be expanded and maximum goods traffic should originate/terminate at these points and goods shed at Vithalwadi station be opened;
- (11) A common terminus for Central and Western Railways' long distance trains should be created at Dharavi. According to our knowledge, a lay out plan for this has been prepared by Western Railways. And/or Thane should be made as a terminus for long distance trains. Suggestions Nos. (9), (10) and (11), if implemented, will reduce the number of goods and long distance trains going to and from Bombay. This will help in increasing the number of suburban trains, because of the availability of additional track-time;
- (12) Quite a number of old suburban rakes have a large number of imported components. Many a times, a number of these rakes remain idle in car shed, because of non-availability of spares or, replacement components. Immediate steps should be taken to remove this difficulty by importing sufficient stocks of all such critical items, say, for a year, and the railways should be asked to take necessary steps for import substitution during this period in order to over-come this difficulty in the short and long-run; and
- (13) Additional maintenance facilities are absolutely essential to keep the trains fit for running smoothly and trouble free. As the Kurla Car Shed is very much overloaded, the proposed Kalwa Car Shed Work should be speeded up.

Accordingly, your petitioners pray that, as no other remedy is open for them to press these suggestions, the Lok Sabha through its Committee on Petitions may investigate into the matter, study the suggestions put forward, and if satisfied, recommend to the Government accordingly.

And your petitioners as in duty bound shall ever pray.

Name of petitioners	Address	Signature or Thumb impression
1. Shri R. G. Kapse, M.L.A.	Bhide Blocks, Kalyan.	Sd/-
2. Shri J. S. Patil, M.L.A.	Sudamwadi, Ayre Road, Dombivali(E).	Sd/-
3. Shri G. M. Koli, M.L.A.	Navyug Society, Vishnu Nagar, Naupada, Thane.	Sd/-
4. Shri S. G. Sarwate . . .	Gn. Secy. Federation of Bombay Suburban Passengers Assn., 7, Aradhana Dindayal Marg, Dombivali.	Sd/-
5. Shri R. D. Godkari . . .	The Karjat Rly. Passengers Association, Karjat.	Sd/-
6. Shri C. R. Chanbal . . .	Thane Transport Users' Association, Thane.	Sd/-
7. Shri V. R. Jognani . . . and others.	Gn. Secy., Shahad Passengers Assn., Block A/83/496, Ulhasnagar-1.	Sd/-

COUNTERSIGNED BY : R. K. MHALGI, M.P., 25-1-1980.

APPENDIX III

[Supplementary Memorandum submitted by the petitioners during evidence on the 31st March, 1981]

We the petitioners would like to put forward the following by way of clarification, elaboration and addition to the subject dealt with in the petition in question.

The hardships described in the petition need no further justification as we assume that the Committee is one with us about the sufferings of the Bombay Commuters which need immediate relief with short term and long term remedial measures.

We now go on to deal with various measures required for such redressal of hardships and have grouped them in the following paragraphs as short term to be immediately implemented and the long term which needs definite planning and time-bound programme.

(I) SHORT TERM MEASURES

(i) *Requirement of Rakes*

The present overcrowding of the suburban trains has reached a dangerous level and need immediate relief by way of additional E.M.U. Stock. Our estimates in this regard are at least a minimum 20 working rakes to be added to the existing 52 working rakes over the Central Railway and 10 Rakes to the existing 43 working rakes over the Western Railway.

In view of the pathetic condition as explained above, it is essential that the above addition is done within the span of 6 months is from now, by either by gearing up of indigenous production or imported ones as an exigency on war footing.

(ii) *Booking Windows*

Almost all the stations of the Suburban Sections of both Central Railway are flooded with unending serpentine queues at the Booking Windows which adds an insult to the honest farepaying passengers which may detract from purchasing a ticket thereby causing loss of revenue to the Railways. We hence suggest that additional booking windows be opened at various stations to ensure that a season ticket, a ticket or an extension is available

within 10 minutes of arrival at the window. The process could be quickened by employing mobile booking clerks and installing self-printing machines wherever necessary.

(iii) *Weekly Season Ticket*

Rush at the Booking Windows can much be reduced by introduction of Weekly Season Tickets priced at 1/3rd of the monthly season tickets. This will save the time of the commuter and reduce the pressure at the Booking windows. It may be pointed out that this recommendation has been made by the Railway Tariff Enquiry Committee and which can be introduced with immediate effect.

(iv) *Shuttle Services*

Dadar being a junction on main line generates heavy cross traffic requiring trains starting from Dadar in down direction on both the Railways. To cater to this traffic, six trains between Dadar and Kalyan should be started in the evening peak hours from the present main line Dadar Terminus.

So also on the Western Railway, by using Platform No. 5, two additional services from Dadar to Borivli should be added to the existing 4 such trains in evening peak.

As this is a long standing need, we suggest that the above shuttle services should be introduced immediately on receipt of the first additional rake.

(v) *Movement in Rly. Premises*

Disproportionate mushroom growth of unauthorised and unwaranted stalls and hawkers and evil elements has resulted not only in hurdles in free movement of the platform and other premises, but also resulted in ever increasing petty crimes. This needs immediate attention and redressal to give relief to already harassed passengers. No more licences should be issued to the vendors and steps should be taken to reduce their existing numbers.

In order to reduce the crime menace, we would like to suggest that special staff should be appointed at each stations whose specific duty should be to drive away unauthorised and evil elements from the Rly. premises and keep the same free from such menace.

(II) LONG TERM MEASURES

(a) *Thana-Borivli Link Rly*

Suburb to suburb traffic from Western to Central and *vice versa* needs a link Railway from Borivli to Thana to avoid the present U-type journey through Dadar.

(b) *Western Central Combined Terminal at Dadar*

There is a dire necessity to create a combined terminal for joining Western and Central Railways for the convenience of the cross traffic which is presently on the increase, Dadar is an ideal location for this purpose as it presently combined both the Railways, Combined terminal at Dadar for this purpose will cater to the needs of such cross traffic and provide an additional Terminal over the suburban Sections of both Western and Central Railways. Our observations reveal that sufficient space in the possession of Railways (Sports Club and Tennis Court) is available for this purpose. Further, with the Diva-Bassin Link, the space occupying goods siding at Dadar can also be available for the purpose.

(c) *Electrifications*

Diva-Panvel, Mankhurd Panvel (proposed) and Diva-Bassin rail links should be electrified for utilisation by suburban residents.

(D) *Remodelling of Bombay VT Station*

In order to have better dispersal facilities at Bombay V.T. all platforms should be interconnected at Masjid End with subways. This should be included in the Master Plan for Bombay VT Station and implemented expeditiously.

(E) *Flyover at Parel*

In order to provide running of trains from Churchgate to Kalyan, it is suggested that a Flyover be constructed preferably Elphinstone Road/Parcel. This will reduce the difficulties experienced by commuters travelling over both the Railways.

(F) *Suburban Zone*

Suburban Sections of both Western and Central Railways have common problems and in order to coordinate the functioning and pooling the resources of the both the Railways, like EMU Stock, spares, car-shed facilities etc., it is suggested that a separate Railway Division of the above two Suburban Sections be formed.

(vii) *Third Main Line Terminals*

A third Terminal on Central Railway at Kalyan and a second Terminal at Borivli on Western Railway be developed for starting Main Line trains to cater the need of suburban residents who presently undergo an agony of going all the way to Bombay V.T. or Churchgate for the purpose, and in a way add to the overcrowding of suburban trains. This will be in tune with the proposed planned development of the Bombay Region as envisaged by the Bombay Metropolitan Region Development Authority.

(viii) *12-Car Rakes*

In order to overcome the overcrowding problem, it is suggested that all suburban rakes should be converted into 12-Car units.

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