

**STANDING COMMITTEE ON RAILWAYS  
(2008-09)**

**FOURTEENTH LOK SABHA**

**MINISTRY OF RAILWAYS  
(RAILWAY BOARD)**

**[Action taken by the Government on the Recommendations/  
Observations contained in the 34<sup>th</sup> Report of the Standing Committee on  
Railways (2007-08) on ‘Suburban and Metro Railway’]**

**THIRTY NINTH REPORT**



**LOK SABHA SECRETARIAT  
NEW DELHI**

September, 2008/Bhadrapada, 1930 (Saka)

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Railways (2007-08) on ‘Suburban and Metro Railways’]**

*Presented to Lok Sabha on 20.10.2008  
Laid in Rajya Sabha on 17.10.2008*



**LOK SABHA SECRETARIAT  
NEW DELHI**

September, 2008/Bhadrapada, 1930 (Saka)

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**COMPOSITION OF THE STANDING COMMITTEE ON RAILWAYS (2008-09)****Shri Basudeb Acharia - Chairman****MEMBERS****LOK SABHA**

2. Shri Prasanna Acharya
3. Dr. Dharendra Agarwal
4. Shri Atiq Ahamad
5. Shri S. Ajaya Kumar
6. Smt. Suman Mahato
7. Shri Bapu Hari Chaure
8. Shri H.D. Devegowda
9. #Vacant
10. Shri Giridhar Gamang
11. Shri Anwar Hussain
12. Shri Mahesh Kumar Kanodia
13. Ch. Lal Singh
14. Shri Ananta Nayak
15. Shri Laxmanrao Patil
16. Shri A. Sai Prathap
17. Shri Kishan Singh Sangwan
18. Shri Iqbal Ahmed Saradgi
19. Shri Manik Singh
20. Shri K. Subbarayan
21. Shri C.H. Vijayashankar

**RAJYA SABHA**

22. Shri Motilal Vora
23. Shri Nandi Yellaiah
24. Shri Satyavrat Chaturvedi
25. Shri Lalit Kishore Chaturvedi
26. Shri Shreegopal Vyas
27. Shri Tarini Kanta Roy
28. Shri N. Balaganga
29. Shri Abani Roy
30. \*Shri Khekiho Zhimomi
31. Vacant

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# Shri Kishan Lal Diler passed away on 04.09.2008 (Ref: LSS Bulletin No.6009, dated 11th September, 2008)

\* Nominated as Member of the Committee w.e.f. 12.08.2008 vide Rajya Sabha Bulletin Part-II No.45235 dated 14.08.2008

**LOK SABHA SECRETARIAT**

- |    |                   |   |                     |
|----|-------------------|---|---------------------|
| 1. | Shri S.K. Sharma  | - | Secretary           |
| 2. | Shri S Bal Shekar | - | Joint Secretary     |
| 3. | Shri V.S. Negi    | - | Director            |
| 4. | Shri Y.M. Kandpal | - | Deputy Secretary-II |
| 5. | Smt. Sunita       | - | Under Secretary     |

## INTRODUCTION

I, the Chairman of the Standing Committee on Railways (2008-09), having been authorised by the Committee to present the Report on their behalf, present this Thirty Ninth Report of the Standing Committee on Railways (2008-09), 14<sup>th</sup> Lok Sabha on Action Taken by the Government on the Recommendations/Observations contained in the Thirty Fourth Report of the Standing Committee on Railways on 'Suburban and Metro Railway'.

2. The Thirty Fourth Report of the Committee was presented to Hon'ble Speaker on 06.11.2007 and presented to Lok Sabha on 19.11.2007. The action taken replies of the Government on all the recommendations contained in the Report were received on 10.03.2008.

3. The Committee considered and adopted the Draft Action Taken Report at their sitting held on 2<sup>nd</sup> September, 2008.

4. An analysis of the action taken by the Government on the recommendations/observations contained in the Thirty Fourth Report of the Standing Committee on Railways (Fourteenth Lok Sabha) is given in Appendix-II.

NEW DELHI;  
15 September, 2008  
24 Bhadrapada, 1930 (Saka)

**(BASUDEB ACHARIA)**  
**Chairman,**  
**Standing Committee on Railways**

**CHAPTER I**REPORT

This Report of the Committee deals with the Action Taken by the Government on the recommendations and observations contained in the Thirty Fourth Report of the Standing Committee on Railways (2007-08) on 'Suburban and Metro Railways'. The Report was presented to the Hon'ble Speaker on 06.11.2007 and to the Lok Sabha on 19.11.2007. Simultaneously, the Report was also laid in the Rajya Sabha on 19.11.2007.

1.2 Action Taken Notes have been received from the Government in respect of all the 10 recommendations/observations contained in the Report. These have been broadly categorized as follows:-

- (i) Recommendations/Observations which have been accepted by the Government –

Para Nos. 2, 3, 5, 6, 7, 8, 9 and 10.

- (ii) Recommendations/Observations which the Committee do not desire to pursue in view of the Government's replies –

Para Nos. 4

- (iii) Recommendations/Observations in respect of which replies of the Government have not been accepted by the Committee and which require reiteration –

Para No.1

- (iv) Recommendations/Observations in respect of which final replies are still awaited -

Nil

1.3 The Committee will now deal with the Action Taken by Government on some of their recommendations/observations.

## A. Suburban Services in Major cities

### Recommendation (Para No.1)

1.4 The Committee felt that besides, Kolkata, Chennai and Mumbai where the Railways have provided Suburban Services, there are other cities with a huge population of commuters from suburban areas and are badly in need of Suburban Rail Services. They urged the Railways to undertake a detailed study of the need for providing Suburban Services in other major cities and apprise them of the outcome.

1.5 In their action taken reply, the Ministry of Railways have inter alia started as under:-

“As regards providing suburban services in other cities, as per amendment made in 1986 to the Government of India (Allocation of Business) Rules, 1961, Planning & Coordination of stand alone rail based urban transport systems is the responsibility of Ministry of Urban Development. Thus, for all such systems, the nodal ministry is the Ministry of Urban development and the State Government are required to interact with the Ministry of Urban development. However, Railways are providing all assistance in the form of technical planning, in setting up of new metro systems in the country in coordination with the Ministry of Urban Development. Delhi Metro and other new metro systems are under the control of Ministry of Urban Development

1.6 **The Committee do not agree with the reply of the Ministry that providing Suburban system in major cities is the responsibility of the Ministry of Urban Development thus equating the suburban services with the Metro system. They reiterate their earlier view that Suburban Services, which run along the existing Railway System and primarily ferry people from suburban areas cannot be classified as a Metro Railway system which comes under the Ministry of Urban Development and these services are operated essentially as inter-city and intra-city services. While reminding the Ministry of Railways of their social obligation, the Committee hope that the Railways would not forsake their responsibility to transport workers from suburban areas within a radius of 50-60 Kms. into the main metrocities. They feel that this step will not only control migration to urban areas but also distress the pressure on urban civic services. They, therefore, strongly feel that the suburban services should be brought under the Ministry of Railways by reviewing the Government of India (Allocation Business) Rules, 1961**



and the Railways should undertake a detailed study of the need of providing suburban services in other major cities.

**B. Augmentation of line capacity and passenger carrying capacity in suburban section**

**Recommendation (Para No.2)**

1.7 The Committee had inter-alia observed that the doubling work between Ranaghat and Krishna Nagar has not been sanctioned which is necessary to improve the line capacity in Kolkata Suburban section. The Committee recommended for further extension of Kolkata Metro upto Baranagar and separate Suburban Terminal for Howrah in Eastern Railway in order to augment the line capacity and passenger carrying capacity in suburban sections.

1.8 In their action taken reply, the Ministry of Railways have stated as under:-

“On Eastern Railway, the following works are in progress for improving carrying capacity in suburban Section:

- (i) Extension of Platform from 9 coach to 12 coach length from Howrah to Tarakeshwar.
- (ii) Extension of Platform from 9 coach to 12 coach length are in progress between Howrah and Shaktigarh Chord line and between Bandel and Shaktigarh (Main Line).
- (iii) On Sealdah Division, the extension of Platform to 12 Coaches is under execution on Sealdah-Diamond Harbour, Sealdah-Namkhana, Sealdah-Canning and Sealdah-Budge Budge, Sealdah –Bongaon, Sealdah-Ranaghat, Sealdah-Dankuni and Naihati-Bandel.

For extension of Metro Railway from Dumdum to Baranagar, a survey has already been sanctioned and the feasibility report is expected very shortly.

A proposal for separate suburban terminal at Shalimar to segregate EMU services from mail express services is under examination.”

**1.9 The Committee would like to know the outcome of the examination of the proposal for providing a separate suburban terminal at Shalimar and the feasibility report of extension of Metro Railway from Dumdum to Baranagar. They also desire to know the number of platforms in Eastern Railway extended so far to 12 coach length and the status of the sanctioning of doubling work between Ranaghat and Krishna Nagar.**

**C. Earnings in Suburban Sections.**

**Recommendation (Para No.5)**

1.10 The Committee observed that to bring down operational cost and augment earnings in suburban sections, the Railways have among other steps proposed commercial exploitation of land in suburban areas, curbing ticket less travel and setting up Automatic Ticket Machines over the Suburban sections. The Committee trusted that effective implementation of all these measures in a time bound manner would result in substantial improvement of the financial results of the Suburban Sections.

1.11 In their action taken reply the Ministry of Railways have stated as under:-

“.....Regarding development of land, Ministry of Railways is in touch with Govt. of Maharashtra for part funding of Mumbai Urban Transport Project by developing land at Bandra. In this regard it is stated that it is being contemplated and correspondence with Govt. of Maharashtra is on for giving higher FAR so that land at Bandra be developed.”

**1.12 The Committee note that nothing has been mentioned in the reply given by the Ministry about the steps taken to curb ticketless**

**travellers and the number of Automatic Ticket Machines set up over the suburban sections. They expect the Ministry to furnish the details in this regard. As regards the commercial exploitation of the land in suburban areas, Railways are in correspondence with the Government of Maharashtra for part funding of Mumbai Urban Transport Project by developing land at Bandra. The Committee would like to know the final outcome thereof.**

**D. Model stations**

**Recommendation (Para No.8)**

1.13 The Committee observed that out of the 500 Suburban stations, 21 stations have been identified by Railways to be developed as a model stations by March 2008. So far only 2 Suburban stations have been provided with all desirable amenities and fully developed as model stations. The Committee desired that the works at the remaining 19 identified model stations should be completed by March 2008 as planned.

1.14 In their action taken reply, the Ministry of Railways have stated as under:-

“ Out of 22 suburban stations identified for development as model stations, two stations have already been developed as model stations. At the remaining 20 stations, work of development of stations as Model stations is in progress .

In view of the observation of the Committee and as planned earlier, the concerned Railways, viz. Eastern Railway, South Eastern Railway and Western Railway have again been directed to complete the work of development of the remaining stations as Model stations very early.”

**1.15 The Committee find that the stations on suburban sections selected for development as model stations were to be completed by March, 2008. However, only two suburban stations have been developed so far as model stations with all the desirable amenities. The Committee would like to be apprised of reasons for the non completion of the work by the targeted date i.e. March, 2008. They desire that the zone-wise details of stations so far developed as model stations be intimated to them and hope that work at remaining stations will be completed at the earliest.**

**E. Resolving jurisdictional issues**

**Recommendation (Para No. 10)**

1.16 The Committee observed that there had been as yet unresolved jurisdictional issues between the Ministry of Urban Development and the Ministry of Railways in the matter of application of Metro Railways (Construction of Works) Act, 1978 to Delhi Metro in the year 2000 and administering Delhi Metro (Operation & Maintenance) Act, 2002 in the context of safety certification of Delhi Metro. On the one hand, the Ministry of Urban Development appears to have overstepped its jurisdiction in extending the Metro Railways (Construction of Works) Act, 1978 which is administered by the Ministry of Railways and on the other, though the Ministry of Urban Development is the administrative Ministry for Delhi Metro (Operation & Maintenance) Act, 2002, the Ministry of Railways were required to discharge the responsibility of safety certification of Delhi Metro. The Committee were surprised at the lack of coordination and cooperation between the two Ministries of Central Government resulting in persisting inter Ministerial wrangles. All this was caused and compounded by the Ministry of Law and Justice which gave contradictory views as to whether or not Delhi Metro comes

under the definition of 'railway'. The Committee felt that such sorry state of affairs can not be expected from any quarter. The Committee have been informed now by the Ministry of Urban Development that it would propose amendment of Allocation of Business Rules, 1961 to enable it to take over the responsibility of technical planning and safety of Delhi Metro, once the panel under the Chairmanship of Chief Commissioner of Railway Safety which is looking into the issue submits its Report. The Committee trusted that this would be done expeditiously as the matter had been in dispute for quite long.

1.17 In their action taken reply, the Ministry of Railways has stated as under:-

“Regarding unlawful extension of Metro Railway (Construction of Works) act, 1978 to Delhi Metro in the year 2000 and Administering Delhi Metro (Operation & Maintenance) Act, 2002, Ministry of Urban Development has been requested repeatedly to set right the anomaly created by them.

Regarding amendment in Allocation of Business Rules, 1961 to enable Ministry of Urban Development to take over the responsibility of technical planning of Delhi Metro, it is stated that it would not be in the interest of traveling public as the Ministry of Urban Development has no competence/experience in train operations, whereas Ministry of Railways has experience of more than 150 years in controlling a large Railway network.”

**1.18 The Committee are distressed to note the slow progress in resolving the jurisdictional issues with the Ministry of Urban Development in the matter of application of Metro Railways (Construction of Works) Act, 1978 to Delhi Metro and in administering the Delhi Metro (Operation and maintenance) Act, 2002 . They stress that the Ministry of Railways should take up the matter with the Ministry of Urban Development at the highest**

**level so that the long pending dispute is settled once for all. They expect to be intimated of the final out come in this regard.**

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**CHAPTER II****RECOMMENDATIONS/OBSERVATIONS WHICH HAVE BEEN  
ACCEPTED BY THE GOVERNMENT****Recommendations (Para No.2)**

The Committee regret that growth in the number of rakes and line capacity in Suburban Sections has not been commensurate with growth in suburban traffic. There has been over crowding in the rakes. The number of rakes in Western-Central Suburban Section is stated to be not commensurate with traffic growth due to delay in manufacture of EMUs. Such delays reflect failure of Railways. In Kolkata Suburban Section the Bundel-Katwa doubling work and Jirat-Katwa Section have not been sanctioned which are necessary to improve the line capacity. Similar is the case regarding doubling work between Ranaghat and Krishna Nagar. The Committee recommend that works of augmentation of line capacity and passenger carrying capacity in Suburban Sections should be assigned due priority with sufficient fund allocation. The Committee also recommend the following in this connection:-

- (i) Integration of Kolkata Metro with Circular Railway at Dum Dum Station.
- (ii) Expeditious construction of Kolkata Metro connecting Garia and integration with Suburban Section.
- (iii) Further extension of Metro upto Baranagar.
- (iv) Doubling of Circular Railway to make it popular.
- (v) Separate Suburban Terminal for Howrah in Eastern Railway.

**Reply of the Government**

The Committee's observation that growth in the number of rakes and line capacity in Suburban sections has not been commensurate with growth in traffic in western and suburban sections of Mumbai is accepted. In order to tide over the problem, Mumbai Railway Vikas Corporation was set up jointly by Ministry of Railways and of Government of Maharashtra and two major projects viz. MUTP Phase I (Cost: Rs. 3480 crore) and MUTP Phase II (Cost: Rs. 4500 crore) have been processed of which, MUTP Phase I is targeted to get completed in Dec 2009 and MUTP Phase II is in advance stages

of sanction. Together these projects will provide dedicated corridors with AC traction on Western and Central suburban routes and will bring down the crush load in peak hours from 5000 per 9 coach rake to 3000 per 9 coach rake.

To partly meet with the growth of passenger traffic in Mumbai area, the number of EMU suburban services in Central & Western Railways during the year 2006-07 & 2007-08 (upto Nov'07) have been increased as follows.

Railways	Total number of services as on			Number of services increased during	
	1.4.2006	31.3.2007	30.11.2007	2006-07	2007-08 (up to Nov'07)
Central	1212	1255	1296	43	41
Western	1017	1043	1088	26	45

### **SUBURBAN SYSTEM IN KOLKATA**

On Eastern Railway, the following works are in progress for improving suburban services:-

- (i) Extension of platform from 9 coach to 12 coach length from Howrah to Tarakeshwar.
- (ii) Extension of platforms to 12 coach length are in progress between Howrah and Shaktigarh Chord line and between Bandel and Shaktigarh (Main Line)
- (iii) On the Bandel-Katwa line doubling of Bandel-Jirat has also been sanctioned.
- (iv) On Sealdah Division, the extension of platforms to 12 coaches is under execution on Sealdah-Diamond Harbour, Sealdah-Namkhana, Sealdah-Canning and Sealdah-Canning and Sealdah-Budge Budge, Sealdah-Bongaon, Sealdah-Ranaghat, Sealdah-Dankuni and Naihati-Bandel.

The works that have been mentioned above on completion will add to substantial carrying capacity on suburban traffic.

- (i) Passenger interchange system between Metro & Circular Railway is already available at Dum Dum station.



- (ii) Work of extension of Kolkata Metro from Tollygunj to Garia is in advance stages of completion and shall be completed by March 2009.
- (iii) For extension of Metro Railway from Dumdum to Baranagar, a survey has already been sanctioned and the feasibility report is expected very shortly.
- (iv) At present no proposal for doubling of Circular Railway line has been finalized. Moreover, since the service caters primarily to Urban Transport System, the issue of cost sharing by the State Govt. needs to be addressed.

A proposal for separate suburban terminal at Shalimar to segregate EMU services from mail express services is under examination.

### **Recommendations (Para No.3)**

The Phase-I of Mumbai Urban Transport Project (MUTP) which was originally scheduled to be commissioned by June 2008 at a cost of Rs.3125 crore is anticipated to slip up badly in adhering to the schedule and is now expected to be commissioned in December 2009 after a time overrun of seventeen months. The Committee feel that the delay attributed to order placement procedure taking longer time was avoidable with better planning. The Committee would like to know the extent of cost escalation consequent on the delay in execution of MUTP and whether the time overrun and cost escalation, if any, would have any adverse impact on the funding by the World Bank. The Committee feel that the Railways would do well to learn from Delhi Metro which has a remarkable record of project planning and implementation.

### **Reply of the Government**

#### **DELAY IN EXECUTION OF MUTP PHASE I**

The commissioning of Phase-I of Mumbai Urban Transport Project (MUTP) is getting delayed by **1 ½ years** (From June'2008 to Dec.2009) due to problems in the **Resettlement & Rehabilitation (R&R)** of around 15,000 'Project Affected Households' (PAH) in Mumbai suburban area, which is being done by 'Mumbai Metropolitan Regional Development Authority' (MMRDA) under Govt. of Maharashtra. There has also been some delay in procurement of new rakes for Mumbai.

The **abstract cost of MUTP Phase I** (Rail Component) was **Rs. 3125 crore at December 2001 prices**. During negotiation with the **World Bank in 2002**, the completion cost of MUTP was worked out as **Rs. 3480 crores**. It is now expected that the project would be completed at a total cost of around **Rs. 4100 crores**. However, this increase in cost is not on account of time overrun but for the following reasons: **Increase in number of rakes** proposed to be procured under MUTP Phase I has resulted in to an increase of Rs.300 crore. An expenditure of Rs.60 crore extra is on account **R&R of PAHs** to ensure that all civic amenities are provided to resettled and rehabilitated families. There has also been a **disproportionate increase in the cost of steel, cement, aggregates and non-ferrous metals** during the course of project implementation, which resulted in an increase of Rs.250 crores.

As far as impact of time/cost overrun of **World Bank funding** is concerned, it is clarified that the World Bank has been fully associated and they have confirmed that there would **be no difficulty in providing funds for timely completion of this project**.

**Situation in Delhi Metro and in Mumbai Suburban System is not comparable because MUTP is not a Greenfield project** and involves laying of tracks and augmentation of facilities along an extensively busy suburban rail network of Mumbai. Suburban rail network of Mumbai is considered as the lifeline of the city and runs for almost 20 hours a day and any disruption to it can bring the city to grinding halt. Most of the work involves required traffic and power blocks and can be done only during limited period available for such activities. It is, therefore, not comparable to any other Greenfield project being undertaken by Railways, DMRC, etc.

### **Recommendations (Para No.5)**

The steps proposed to bring down the operational cost and augment earnings in Suburban Sections include augmentation of 9 car EMU rakes to 12 car rakes (which will increase capacity of each rake by almost 30 percent), conversion from DC/AC traction in Mumbai areas (expected to result in 25 percent reduction in energy bill), fully exploiting the potential for advertisement revenue, commercial exploitation of the land in Suburban areas, curbing ticketless travel and setting up Automatic Ticket Machines over the Suburban Sections. The Committee trust that effective implementation of all these

measures in a time bound manner would result in substantial improvement of the financial results of the Suburban Sections. The Committee in this connection desire that immediate action should be taken to lengthen all Suburban Section platforms to enable them to handle 12 car rakes.

### **Reply of the Government**

At the end of MUTP Phase I, which is under execution, **100% trains on through lines and 20% on local lines of Central and Western Railways will be converted from 9 car to 12 car.** Conversion of balance 80% trains on local lines of Central and Western Railways from 9 car to 12 car will be taken up under Phase II, which is under advance stages of sanction.

**DC to AC conversion** in suburban sections of Western Railway and Central Railway (excluding Thane-CSTM section) is part of MUTP Phase I. The Thane-CSTM section of Central Railway will be taken up under MUTP Phase II.

Regarding development of land Ministry of Railways is in touch with Govt. of Maharashtra for part funding of Mumbai Urban Transport Project by developing land at Bandra. In this regard it is stated that it is being contemplated and correspondence with Govt. of Maharashtra is on for giving higher FAR so that land at Bandra be developed.

### **Recommendations (Para No.6)**

At present, operating ratios are not calculated for Suburban Sections because of limitation of accounting procedure. Calculation of these would be possible on completion of the accounting study, undertaken at the instance of the Asian Development Bank, which is Scheduled to be completed by the end of 2008. The Committee are of the view that operating ratios of suburban sections unlike those of Zonal Railways, can be a fair index of operational performance of the suburban section and accordingly desire that the operating ratio of each suburban section should be worked out annually soon after implementation of the accounting reforms.

### **Reply of the Government**

Suburban services are largely subsidized services provided by Indian Railways for the citizens of Mumbai, Kolkata, Chennai and Hyderabad. Suggestion of calculating operating ratios for suburban section is however noted for necessary action.

### **Recommendations (Para No.7)**

The punctuality ratio of Kolkata Suburban Section of South Eastern Railway and Mumbai Suburban Section of Central Railway have been poor during the last three years as compared to those of Suburban Sections of other Zonal Railways. The punctuality ratios of South Eastern Railway Suburban Section was between 77.8 percent and 92.3 percent and those of Central Railway Suburban Section was between 91.8 percent and 93.9 percent which were far below 97 percent and above achieved by Suburban Sections of other Zonal Railways. The Committee hope that the causes for this poor punctuality performance by the South Eastern Railway and Central Railway would be studied and necessary remedial steps taken to effect improvement in punctuality of Suburban Services.

### **Reply of the Government**

On South Eastern Railway during the year 2003-04 the punctuality percentage of the suburban section (EMU trains) was 77.8% which was mainly due to **installation of new Route Relay Interlocking at Howrah** from 17.9.2003 and the teething problems after commissioning of the same.

During the year 2004-05 the punctuality performance had improved to 90.5% and further to 92.3% & 90.4% during the years 2005-06 & 2006-07. During 2007-08 (upto Dec. 2007) , the punctuality was 91.4% as on many occasions suburban trains lost punctuality as they were held up for reasons beyond Railway's control, i.e. **public agitation, bundhs by political parties** etc. Close monitoring and liaison with State authorities is being maintained to improve punctuality further.

On Central Railway during the year 2004-05, 2005-06 and 2006-07 punctuality performance was 91.8%, 93.6% and 90.0%. In the year 2007-08 average punctuality performance of the suburban system from April to Dec. 2007 was 89%. The reasons for the drop are non-interlocked working for provision of two additional lines in Kalyan yard during April-May 2007, **bad weather in the month of June 2007 and construction activities.**

Instructions have been issued from time to time to the Zonal Railway to run commuter and suburban services as per the schedule.

**Intensive monitoring** has been taken up at the Divisional, Zonal and Railway Board level for improving the punctuality of the suburban services.

### **Recommendations (Para No.8)**

The Committee observe that out of the 500 Suburban stations, 21 stations have been identified by Railways to be developed as a model stations by March 2008. Model stations are those which are provided with 'desired amenities' such as inquiry and computer based announcement, public address system, book stalls, parking area etc. So far only 2 Suburban stations have been provided with all desirable amenities and fully developed as model stations. The Committee desire that the works at the remaining 19 identified model stations should be completed by March 2008 as planned.

### **Reply of the Government**

Out of 22 suburban stations identified for development as model stations, **two stations have already been developed as Model Stations.** At the remaining 20 stations, work of development of stations as Model Stations is in progress.

In view of the observation of the Committee and as planned earlier, the concerned Railways, viz. Eastern Railway, South Eastern Railway and Western Railway have again been **directed to complete the work of development of the remaining stations as Model stations very early.**

### **Recommendations (Para No.9)**

Following the serial bomb blast in Mumbai's Western Railway on 11.7.2006, Railways have taken several measures for security of commuters such as minimizing the number of entry points, installing 68 CCTVs and 100 Door Frame Metal Detectors at various Suburban Stations, use of 27 dog squads, passenger awareness campaign and such other steps. It has been stated that in future, all the vulnerable stations will be provided with CCTVs and access control gadgets and in each vulnerable Division, a RPF bomb detection and disposal squad will be raised. The Committee suggest that there should be a regular mechanism of intelligence agencies transmitting Railway related security information to Government Railway Police and RPF and alerting them to maintain extra vigil in order to pre-empt terrorist attacks.

#### **Reply of the Government**

**Security equipment** required by RPF for the Security of Railway Passengers & Passenger area, have been identified. These are **being procured & installed in a phased manner** at sensitive stations of Indian Railways. It includes CCTV, DFMD & BDDS along with other equipment. Dog squad has been strengthened over Indian Railways. At present RPF is having 182 sniffer and 54 Tracker dogs. WR has been sanctioned Rs. 4.11 Crore for procurement of 06 sets of BDDS equipment.

A regular mechanism of **co-ordination between RPF, GRP, Local Police and other Intelligence Agencies already exist** at various levels for transmitting Railway related security information to Government Railway Police and Local Police for alerting them to maintain extra vigil in order to prevent and detect terrorist activities on the Railways.

Further, for bringing about smooth and better coordination between the Railways and the Police, **coordination meetings are being organized**. State level coordination meetings are being held by the General Managers of the Zonal Railways with GRP Chiefs and CSCs / RPF wherein, inter-alia, problems of robbery, dacoity, theft of passengers' belongings and other offences against Railway passengers are discussed and action plan formulated. Periodical coordination meetings are also held by DG/RPF with

the GRP Chiefs and DGPs of the State to discuss various issued relating to security of passengers and the Railway system.

### **Recommendations (Para No.10)**

There have been as yet unresolved jurisdictional issues between the Ministry of Urban Development and the Ministry of Railways in the matter of application of Metro Railways (Construction of Works) Act, 1978 to Delhi Metro in the year 2000 and administering Delhi Metro (Operation & Maintenance) Act, 2002 in the context of safety certification of Delhi Metro. On the one hand, the Ministry of Urban Development appears to have overstepped its jurisdiction in extending the Metro Railways (Construction of Works) Act, 1978 which is administered by the Ministry of Railways and on the other, though the Ministry of Urban Development is the administrative Ministry for Delhi Metro (Operation & Maintenance) Act, 2002, the Ministry of Railways were required to discharge the responsibility of safety certification of Delhi Metro. The Committee are surprised at the lack of coordination and cooperation between the two Ministries of Central Government resulting in persisting inter Ministerial wrangles. All this was caused and compounded by the Ministry of Law and Justice which gave contradictory views as to whether or not Delhi Metro comes under the definition of 'railway'. The Committee feel that such sorry state of affairs cannot be expected from any quarter. The Committee have now been informed by the Ministry of Urban Development that it would propose amendment of Allocation of Business Rules, 1961 to enable it to take over the responsibility of technical planning and safety of Delhi Metro, once the panel under the Chairmanship of Chief Commissioner of Railway Safety which is looking into the issue submits its Report. The Committee trust that this would be done expeditiously as the matter has been in dispute for quite long.

### **Reply of the Government**

Regarding unlawful extension of Metro Railway (Construction of Works) act, 1978 to Delhi Metro in the year 2000 and Administering Delhi Metro (Operation & Maintenance) Act, 2002, **Ministry of Urban Development has been requested repeatedly to set right the anomaly created by them.**

Regarding amendment in Allocation of Business Rules, 1961 to enable Ministry of Urban Development to take over the responsibility of technical planning of Delhi Metro, it is stated that it would not be in the interest of traveling public as the **Ministry of Urban Development has no competence/experience in train operations**, whereas Ministry of Railways has experience of more than 150 years in controlling a large Railway network.



**CHAPTER III****RECOMMENDATIONS/OBSERVATIONS WHICH THE COMMITTEE DO NOT DESIRE TO PURSUE IN VIEW OF THE GOVERNMENT'S REPLIES****Recommendations (Para No.4)**

The operational losses incurred by Suburban Services in the three cities viz. Mumbai, Kolkata and Chennai during the year 2005-06 stood at Rs. 837 crore. Of this Kolkata Suburban Section alone accounted for as much as Rs. 692 crore loss and Chennai around Rs. 132 crore. A scrutiny of the information available for the last five years indicates that the Mumbai Suburban Section made a profit between Rs. 26 crore and Rs. 51 crore in three out of five years whereas Kolkata and Chennai Suburban Sections have been incurring substantial losses year after year.

The Metro Railway of Kolkata has also been incurring losses in the range of Rs. 61 crore to Rs. 77 crore each year during the last five years. The Committee desire that specific reasons for mounting losses incurred by Kolkata and Chennai Suburban Sections and Kolkata Metro Railway should be gone into in the light of the performance by the Mumbai Suburban Section and appropriate steps taken to ensure that they break-even, without additional financial burden on travelling public.

**Reply of the Government****Kolkata Metro:**

It Kolkata Metro, there have been losses because there has been **no change in the fare structure in Metro Railway since 1998**, while expenditure has gone up primarily on account of staff expenses, electricity cost and stores maintenance etc. The increase in the earning has flown from the increased patronization of the Metro system and this could not match the increased expenditure.

In order to supplement the earnings of Metro Railway, apart from the passenger earnings, various avenues have been explored by the Metro Railway. Over the years, the earnings from such sources namely **Commercial publicity, licensing of station space, kiosks, use of Metro buildings and structure for locating BTS, Repeaters, Micro Cell providers have brought in earnings.**

Further efforts are on for identifying vacant/spare able space in Metro Railway for Commercial use as well as for larger use of station buildings, platforms etc. for advertisement.

These earnings are sundry however and it may be difficult to bridge the losses unless fares are revised.

### **Chennai:**

**Subsidized fare structure** of suburban services is the main reason for the losses, in spite of improved efficiency in the operation of suburban services. Further the **working expenses for the suburban services including the depreciation and interest charges have gone up steadily**. The efficiency parameters indicate marked improvement in the year 2006-07 compared to 2005-06 as under:

<b>Description</b>	<b>2005-06</b>	<b>2006-07</b>
No. of Coaches(On line)	597	650
No. of Suburban Passengers Originating (in Millions)	260.12	290.93
Train Kms.(in 000s)	6944	7245
Vehicle Kms (in 000s)	57921	62485
No. of Trains per day	621	648
Average Lead (Kms/Passengers)	22.27	22.34
Total Passenger Kms (in 000s)	5792665	6500024
Earnings per train km. (in rupees)	122.23	125.30

Railway is taking special steps to fully exploit the potential for **advertisement revenue**, **Commercial exploitation** of the land in suburban area, **curbing ticket-less travel** and stepping up of automatic ticket vending machine over the suburban sections. However, the above area will not match with the loss sustained in the suburban sections, though it will contribute to some extent.

**CHAPTER IV****RECOMMENDATIONS/OBSERVATIONS IN RESPECT OF WHICH REPLIES OF THE GOVERNMENT HAVE NOT BEEN ACCEPTED BY THE COMMITTEE AND WHICH REQUIRE REITERATION****Recommendations (Para No.1)**

Suburban services of Indian Railways provide vital link between suburbs and the city in three metropolitan cities viz. Kolkata, Chennai and Mumbai. Suburban Sections of Kolkata have a length of 705 kms., Chennai-162.56 kms. and Mumbai-135 kms. The average number of passengers originating daily in suburban services of these three cities has been as high as 9.1 million in the year 2005-06. The Committee feel that there are other cities with a huge population of commuters from suburban areas and are badly in need of Suburban Rail Services. It has been contended in this context that urban transport is a State subject and Metro Railway System form an integral part of the Urban Transport System. In the opinion of the Committee, the Suburban Services, which run along the existing Railway System and primarily ferry people from suburban areas, cannot but be bracketed as a Metro Railway System which essentially operates intra-city. The Committee also do not agree with the other reasons cited by the Railway Board Chairman against taking up new suburban systems that they are very capital intensive and incur huge losses. The Committee wish to remind the Railways of its social obligations and of the existing mechanism of meeting such obligations through cross subsidization. The Committee urge the Railways to undertake a detailed study of the need for providing Suburban Train Services in other major cities and apprise the Committee of the outcome.

**Reply of the Government**

It is a fact that the average number of passengers originating daily in suburban services of Metro cities- Chennai, Kolkata, Mumbai, Delhi and Hyderabad is increasing day by day due to fast pace of urbanization and development of infrastructure, in and around the rail network.

Despite the fact that suburban services due to subsidized fares of these services are by and large a loss making proposition, Indian Railways have taken up many suburban projects to improve suburban services in Chennai, Kolkata, Mumbai and Hyderabad. Important projects being executed at present to improve suburban services

are Mumbai Urban Transport Project (MUTP) Phase I, MUTP-II, Extension of MRTS Phase II in Chennai from Velachery to St.Thomas Mount and Extension of Metro Railway from Tollyganj to Garia. For the city of Hyderabad, Multi Modal Transport System (MMTS) Phase II is also being considered by the Ministry of railways.

As regards providing suburban services in other cities, as per amendment made in 1986 to the Government of India (Allocation of Business) Rules, 1961, Planning & Coordination of stand alone rail based urban transport systems is the responsibility of Ministry of Urban Development. Thus, for all such systems, the nodal ministry is the Ministry of Urban development and the State Government are required to interact with the Ministry of Urban development. However, Railways are providing all assistance in the form of technical planning, in setting up of new metro systems in the country in coordination with the Ministry of Urban Development. Delhi Metro and other new metro systems are under the control of Ministry of Urban Development.

**CHAPTER V**

**RECOMMENDATIONS/OBSERVATIONS IN RESPECT OF WHICH  
FINAL REPLIES OF THE GOVERNMENT IS STILL AWAITED**

**-NIL-**

New Delhi;  
15 September, 2008  
24 Bhadrapada, 1930 (Saka)

**BASUDEB ACHARIA,**  
**Chairman,**  
**Standing Committee on Railways.**

**MINUTES OF THE THIRD SITTING OF THE STANDING COMMITTEE ON  
RAILWAYS (2008-09)**

The Committee sat on Tuesday, the 2<sup>nd</sup> September, 2008 from 1500 hrs. to 1540 hrs. in Committee Room 'E', Parliament House Annexe, New Delhi.

**PRESENT**

**SHRI BASUDEB ACHARIA - CHAIRMAN**

**MEMBERS**

**LOK SABHA**

2. Dr. Dharendra Agarwal
3. Shri S. Ajaya Kumar
4. Shri Bapu Hari Chaure
5. Shri Kishan Lal Diler
6. Shri Giridhar Gamang
7. Shri Mahesh Kumar Kanodia
8. Ch. Lal Singh
9. Shri Laxmanrao Patil
10. Shri Kishan Singh Sangwan
11. Shri Iqbal Ahmed Saradgi
12. Shri K. Subbarayan

**RAJYA SABHA**

13. Shri Motilal Vora
14. Shri Nandi Yellaiah
15. Shri Lalit Kishore Chaturvedi
16. Shri Shreegopal Vyas
17. Shri Tarini Kanta Roy
18. Shri N. Balaganga
19. Shri Abani Roy

**SECRETARIAT**

- |    |                    |   |                       |
|----|--------------------|---|-----------------------|
| 1. | Shri S. Bal Shekar | - | Joint Secretary       |
| 2. | Shri V.S. Negi     | - | Director              |
| 3. | Shri Y.M. Kandpal  | - | Deputy Secretary - II |

2.           \*\*\*           \*\*\*           \*\*\*           \*\*\*

3.     The Committee, thereafter took up for consideration the draft Action Taken Reports on the action taken by the Government on the recommendations/observations contained in 34<sup>th</sup> Reports on 'Suburban and Metro Railways'. The Committee adopted the Report with minor modifications and authorized the Chairman to finalise these Reports and present the same to the House.

4.           \*\*\*           \*\*\*           \*\*\*           \*\*\*

The Committee then adjourned.

**ANALYSIS OF ACTION TAKEN BY GOVERNMENT ON THE  
RECOMMENDATIONS/OBSERVATIONS CONTAINED IN THE 34<sup>th</sup> REPORT  
(14<sup>TH</sup> LOK SABHA) ON 'SUBURBAN AND METRO RAILWAY'**

Total number of Recommendations/Observations	10
(i) Recommendations/observations which have been accepted by the Government ( <i>Vide</i> recommendations/observations) Para Nos. 2, 3 ,5 , 6, 7, 8, 9 and 10	08
Percentage of total	80%
(ii) Recommendations/observations which the Committee do not desire to pursue in view of the Government replies Para No. 4	01
Percentage of total	10%
(iii) Recommendations/observations in respect of which replies of the Government have not been accepted by the Committee which require reiteration Para No. 1	1
Percentage of total	10%
(iv) Recommendations/observations in respect of which final replies of Government are still awaited NIL	1
Percentage of total	NIL