

RAILWAY CONVENTION COMMITTEE 1973

THIRD REPORT

(Action taken by Government on the recommendations contained in the Second Report of the Railway Convention Committee, 1971 on Suburban Services)



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THIRD REPORT OF THE RAILWAY CONVENTION COMMITTEE, 1973

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Page	Para	Line	For	Read
Title	-	-	"Convention"	"Convention"
(v)	1	1	"Chairman"	"Chairman"
(v)	1	1	"Railway"	"Railway"
1	2	15	"projects"	"projects"
2	2	11	insert 'as' after	'thought' of
10	1	1	"not"	"note"
10	1	8	"Secundrabad"	"Secundrabad"
11	1	8	"considerable"	"considerable"
12	1	8	"relief"	"relieve"
13	2	2	"originally"	"originally"
16	3	3	"constrained"	"constrain"
17	5	5	"of"	"to"
22	2	2	"arrangements"	"arrangements"
23	2	Heading	"recommendation"	"Recommendation"
31	4	7	"numerous"	"numerous"
35	-	1	"Racli-For"	"Racli-For"
51	4	5	"Madras-Commudipundi"	"Madras-Gummudipundi"
52	2	1	"relating"	"relating"
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COMMITTEE, 1973.**

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4. Shri Y. B. Chavan
5. Shri S. A. Kader
6. Shri M. Kalyanasundaram
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21. Shri Gunanand Thakur*

SECRETARIAT

Shri Avtar Singh Rikhy—*Joint Secretary*

Shri Jainti Prasad Goel—*Under Secretary*

*Nominated on 9th May, 1974 *vice* D. Bhai Mahavir retired from Rajya Sabha and Sarvaswari H.D. Malaviya and M. J. Usman Arif resigned from Membership of the Committee.

INTRODUCTION

I, the Chirman, Raliway Convention Committee, 1973 having been authorised by the Committee, present this Third Report of the Railway Convention Committee, 1973 on the action taken by Government on the recommendations contained in the Second Report of the Railway Convention Committee, 1971 on "Suburban Services."

2. The Second Report of the Railway Convention Committee 1971 was presented to both the Houses of Parliament on the 22nd February, 1973. Government furnished their replies indicating the action taken on the recommendations contained in the Report on the 19th April, 11th July and 26th July, 1974. At their sitting held on the 16th August, 1974 the Committee considered Government's replies and finalised their comments thereon. The Committee also considered and approved draft Chapter-I of the Report.

3. The Report has been divided into the following Chapters:—

I. Report

II. Recommendations which have been accepted by Government.

III. Recommendations which the Committee do not desire to pursue in view of Government's reply.

IV. Recommendations in respect of which Government's replies have not been accepted by the Committee.

4. An analysis of the action taken by Government on the recommendations contained in the Second Report of the Railway Convention Committee, 1971 is given in Appendix. It would be observed therefrom that out of 55 recommendations made in the Report 37 recommendations i.e. 67.3 per cent have been accepted by the Government and the Committee do not desire to pursue 4 recommendations i.e. 7.3 per cent, in view of Government's reply. The replies of the Government in respect of 14 recommendations i.e. 25.4 per cent have not been accepted by the Committee.

B. S. MURTHY,
Chairman,

NEW DELHI;

September 6, 1974.

Railway Convention Committee.

Bhadra 15, 1896 (S).

(v)

CHAPTER I

REPORT

Integrated Perspective Plan for Suburban Traffic (Serial Nos. 3 and 11) and Mass Rapid Transit System (Serial Nos. 4, 39, 46 and 55)

The Railway Convention Committee, 1971, in paragraphs 1.29 and 2.20 of their Second Report, had observed that the problem of providing suburban inter-city transport services between cities having a population of 10 lakhs or more was serious enough and needed to be tackled on an urgent basis. The Committee had urged that comprehensive integrated plans should be prepared by Government in consultation with the State Governments and local authorities to achieve the desired results.

2. The Ministry of Railways, in their reply, while noting the observations of the Committee, have stated that according to the census of 1971, Bombay, Calcutta, Delhi, Madras, Hyderabad, Ahmedabad, Bangalore, Kanpur and Pune have a population of ten lakhs and more and that formulation of integrated plans to meet the transportation requirements of all these cities is being done by the Metropolitan Transport Team under the Planning Commission. They have added that the integrated plans would have provided for both rail and road transportation and, therefore, Railways' plan would form only a part of the overall plan. The Ministry of Railways have further stated that as the Fifth Plan has not so far been finalised, the precise nature and details of development programmes for cities with a population of 10 lakhs or more cannot be indicated. However, tentatively, a provision of Rs. 200 crores is being made for Metropolitan Transport Projects including Rs. 5 crores for conducting Traffic Studies in Bangalore, Kanpur, Ahmedabad, Hyderabad and Pune.

3. In paragraph 6.14 of the Second Report, the Railway Convention Committee, 1971 pointed out that long range transport planning for metropolitan regions required comprehensive studies and collection of data regarding traffic flows etc. They deplored that these studies were not undertaken by Government till the traffic situation in the metropolitan cities had reached a critical stage and had created serious problems in the implementation of long range comprehensive transportation plans.

4. In paragraph 6.52 the Committee further pointed out that though the construction of the Rapid Transit System in the country had been entrusted to the Railways, the question regarding the administrative authority for managing the system and the manner of financing it, has not yet been decided by Government. The Committee deplored the delay in taking a decision on this important issue which has been pending since January, 1970.

5. Explaining the position, Government have stated in their reply to the Committee's recommendation contained in paragraph No. 6.14 that integrated metropolitan traffic studies were initiated in the 1960s under the aegis of a special team under the Planning Commission of the Government of India, in the metropolitan cities of Calcutta, Bombay, Delhi and Madras with a view to formulating comprehensive traffic and transportation plan for each of these cities, and expert organisations under the State Governments were responsible for these traffic studies. Suburban Railway expansion schemes in the urban areas of Calcutta and Bombay had been thought of as a result of such comprehensive transportation plans which started only in the Third Plan period and not earlier.

6. It has been further stated that the Railways undertook the responsibility of surveys and construction of MT projects in the cities of Bombay, Calcutta, Delhi and Madras in the Fourth Plan. These projects will evolve the traffic solutions for these metropolitan cities thereby assigning the role of each mode of transport for public carriage. The MT Projects are essentially to cater to the needs of intra-urban traffic situation which are not the concern of the main line Railways. Also, in view of the financial burden even on the existing suburban system the Railways are not in a position to undertake any large scale expansion of the suburban system or introduce the suburban system in the metropolitan cities like Delhi etc., where it does not exist at present. However, Railways have already made the following important suggestions in the context of Bombay, to the Planning Commission and the Ministry of Finance in case the existing suburban system is required to be expanded on a large scale or introduced afresh in the metropolitan cities as a part of the total solution of the transport needs in these cities to serve the purpose of intra-urban traffic:—

(i) Fund for such scheme should be made available outside the Railway's Plan.

(ii) There should be no interest dividend liability on investment vide (i) above.

- (iii) The operating losses, if any, arising out of such scheme should not be a burden on the Railways' finances.

Alternatively, the Railway losses on suburban system may be pegged down to the level of 1971-72 or 1972-73. Subsequent losses in excess of this amount should not remain a burden on the Railways' finances.

7. It has been further stated that no decisions have yet been reached with regard to the above suggestions of the Railway Board, and in the absence of this, Railways are not in a position either to undertake any large scale expansion of existing suburban services in the metropolitan cities or extend the suburban services in other cities where it does not exist at present.

8. Government, while replying to the Committee's recommendation contained in paragraph No. 6.52, have stated that consequent on the consideration in March, 1972 of the Project Report on Dum-Dum Tollyganj line of MTP Calcutta, they have decided as under in regard to financial arrangement and the setting up of Metropolitan Transport Authority of this project:—

- (i) That separate plan allocation should be made to the Railways for this Project till a separate authority is constituted. Till such time, the Railways would maintain separate accounts for the construction and operation of the project. The Planning Commission will discuss with the concerned authorities including the Government of West Bengal and advise at an early date on the method of financing the capital cost of the Project and also the manner in which losses, if any, in following the same system will be shared.
- (ii) That the possibility of setting up a separate Metropolitan Transport Authority for Calcutta be investigated. The Planning Commission will initiate discussion with the State Government and the Ministry of Finance, Ministry of Railways, Ministry of Transport and Shipping and Ministry of Works and Housing (Urban Development) with a view to reach a consensus about the composition and other organisation aspects, the functions and responsibility of this authority, its relationship with the State Government and the Central Ministry responsible for the co-ordination of metropolitan transport for various cities.

9. The Committee note that the Planning Commission initiated action for preparation of comprehensive integrated plans for suburban traffic etc., for cities with a population of 10 lakhs and more.

only in the Third Plan. The Committee note that these plans have not yet reached a conclusive stage. Considering the urgency of the problem, the Committee cannot help observing that had Government been alive to the realities of the situation and the pressing problems of the common man, they would have initiated this process of preparation of integrated plans at least at the commencement of the Third Plan so that it provided an appropriate perspective for undertaking short term and long term measures to relieve the problem of transportation which has been responsible for generating a great deal of unrest. The Committee regret to have to point out that even now the integrated perspective plans have not yet been finalised. They cannot too strongly stress the need for early finalisation of these plans and taking of decisions in consultation with the State authorities, Railways and others concerned about the short term and long term measures which are required to be taken to provide the hard pressed working classes in these large cities with an assured means of transport at a cost which is within their reach.

10. The Committee would also like to stress that learning from experience, Government should now identify cities whose population in the Fifth/Sixth Plans is likely to reach the mark of 10 lakhs or more so that planning of traffic requirements for them is taken in hand forthwith without loss of precious time.

11. The Committee note that out of four metropolitan cities of Calcutta, Madras, Bombay and Delhi, a concrete scheme has been finalised so far in respect of Calcutta only. The schemes for Bombay, Delhi and Madras are at various stages of finalisation. The Committee feel unhappy that these schemes for Mass Transit requirements should not have been finalised before the commencement of the Fifth Plan. The Committee would like Government to take urgent measures in co-ordination and consultation with the State authorities and all others concerned so that the schemes for Rapid Transit System are finalised and appropriate decisions taken without delay for their implementation in the Fifth Plan.

12. The Committee find that Government have not taken any clear decision about financing and management of Metropolitan Transport System with the result that the air of uncertainty continues to vitiate all these projects. The Committee stress that Government at the highest level must address themselves squarely to these issues and announce definitive and clear cut decision about the management and financing of Metropolitan Transport Systems so as to dispel all ambiguity and facilitate expeditious implementation.

Optimisation of Existing Suburban Services
(Serial Nos. 6, 7, 9 and 24)

13. In paragraphs 2.5, 2.11, 2.13 and 3.17 the Committee had observed that the additions and improvements in suburban services made by the Railways had not been adequate to meet the demand of suburban traffic and that these services did not receive the attention they deserved. They urged that, pending introduction of Rapid Transit systems in the Metropolitan cities of Bombay, Calcutta and Madras, which was bound to take a long time, the Railways should undertake a crash programme to bring about improvements in the existing services.

14. Government, in their reply, while referring to some of the steps they have taken in the past to improve the suburban services, have stated that the Railways have been endeavouring their best to augment the services so as to cope with the increase in suburban traffic. They have added that, the suburban services being a losing proposition, it is not possible to continue to extend suburban services irrespective of their effect on the Railway finances. They have also pointed out that they have in hand surveys for optimisation of the suburban services in Bombay area and that it will be the constant endeavour of the Railways to maximise suburban services within the overall parameters of Railway finance and total national resources.

15. The Committee have pointed out earlier the gross delay in finalising the schemes for Mass Transit System. The Committee note that according to the expert studies made by Railways there is scope for improving the frequency of services by reducing the headway between successive services and by lengthening the rake by addition of Electric Multiple Units. The Committee suggest that as implementation of Mass Transit System may take considerable time, the Railways should take concerted measures to optimise the existing suburban services in the Metropolitan cities in order to provide at least some relief to the hard pressed millions of commuters who use these services.

(Terminal Facilities: (Sl. No. 10)

16. In paragraph 2.19 of the Second Report, the Railway Convention Committee, 1971 had observed that the terminal facilities at Bombay, Calcutta and Madras were not adequate to cater to the needs of the passenger traffic and regretted the delay in undertaking surveys for improving and augmenting those facilities.

17. In their reply, Government have stated that the development of necessary terminal facilities was a continuous process.

While furnishing further information on the subject, Government have stated that the Survey Report covering expansion of facilities at Bombay V.T., Dadar and Mazagaon has been received and part of the work included in the Budget for 1974-75 and that the augmentation of facilities at Churchgate is now expected to be completed by the end of 1974. It has also been stated that a survey for remodelling of Bombay Central has been completed and the Report is under consideration.

Regarding Calcutta, the survey report for expansion of terminal facilities at Howrah has been received and Phase I of the scheme included in the Budget for 1974-75 and the techno-economic survey for studying the requirement of terminal and other ancillary facilities on long term basis at Sealdah etc. is in progress.

As regards Madras, it has been stated that the survey to assess the requirements of terminal facilities has been completed and as a first step provision has been made for acquisition of land in the Budget for 1974-75.

18. The Committee regret to have to point out that Railways did not take advance action to improve the terminal facilities at Bombay, Calcutta and Madras to cater to the heavy increase in passenger traffic which could have been well anticipated through intelligent planning. The Committee need hardly point out that provision of adequate terminal facilities should be an integral part of planning so that maximum benefit is extended to the travelling public from the heavy capital investments which have been made by the Railways in successive plans in rolling stock, improved signalling facilities etc. The Committee note that it is only lately that the Railways have undertaken some detailed surveys about requirements for improving the terminal facilities of Bombay, Calcutta and Madras. The Committee would like to be informed of the emergent and concrete measures which have been taken by Railways to improve the terminal facilities for passengers at Bombay, Calcutta and Madras and the extent to which these have been able to relieve the problem of congestion and meet the pressing need for adequate passenger amenities.

Classes of Accommodation in Suburban Trains (Sl. Nos. 26 & 27)

19. The Railway Convention Committee, 1971 had observed in paragraph No. 3.19 of their Second Report that suburban travel which was of short duration and mostly utilised by third class (now second class) passengers, should be mass-oriented and should provide one class of travel only. The Committee had also observed that apart

from marginal increase in capacity in the suburban trains, the abolition of First Class would also result in less expenditure on construction and maintenance of First class coaches on these trains.

20. The Railways in their reply, stated that the occupation level of First Class coaches on the suburban services was comparable to that of Third Class (now Second Class) coaches and their conversion would not result in the physical availability of extra accommodation. On the other hand, the abolition of First Class was likely to cause loss of revenue to the Railways because First Class fares were about three times higher than the Third Class (now Second Class) fares.

Railways have further stated that figures of occupation for First Class and Second Class have not been compiled on the Central Railway separately and that information in respect of Calcutta area and Western Railway portion of Bombay area is still being ascertained. The assessment on the Southern Railway showed the following percentage of occupation.

	Peak Hours		Non Peak Hours	
	1st Class	2nd Class (old III)	1st Class	2nd Class (old III)
Madras-Trivellore	129%	260%	30%	110%
Madras-Gammudipundi	83%	209%	43%	105%
Madras-Tambaram	110%	371%	33%	105%

As regards the likely extent of financial loss if First Class was withdrawn from suburban services, Government have stated that this is being assessed in consultation with the concerned Zonal Railway Administrations.

21. From the above information regarding occupation of the suburban trains in Madras area, the Committee find that the occupation level in First Class coaches is far less than that of Second Class (old third class). The committee have no reason to believe that the position would be far different in Calcutta and Bombay areas. The Committee would like to reiterate the recommendation of the previous Committee that in the interest of overwhelmingly preponderant number of Second Class suburban passengers, the suburban services should provide one class of travel only. The Committee also trust that due care would be taken to ensure that ladies and children below twelve years are provided adequate accommodation by continuing to earmark separate compartments for them while introducing only one class of travel on suburban trains.

Residential Card Passes and concessional season tickets. (Sl. No. 35)

22. In paragraph 4.31, the Railway Convention Committee, 1971 had suggested that while assessing the losses in 'Suburban services' the cost of free residential card passes and concessional season tickets issued to the railway officers and employees at these places should also be taken into account before arriving at the figure of losses so as to present a correct picture of the operational results of those services.

23. Government, in their reply, while noting the recommendations, stated that it would not be appropriate to deduct the monetary value of the free residential card passes and concessional season tickets issued to Railway officers and employees in the metropolitan cities of Bombay, Calcutta and Madras, from the figures of losses on Suburban Services since computation of monetary equivalent of the concessions granted could only be of a notional value and could not be equated to real earnings. They also stated that instructions were being issued to Railway Administrations to work out the monetary value of the free card passes and concessional tickets issued during 1972-73 to the Railway employees and that the information would be furnished to the Railway Convention Committee. Subsequently when they were asked to indicate the monetary value for 1972-73 of such passes and concessional tickets, Government have stated that the information is being collected from the Railway Administrations.

24. The Committee desire that the Ministry of Railways should furnish the information relating to the monetary value of free card passes and concessional tickets issued to the Railway employees in the Annual Reports of the Ministry in future.

Photographs on Season Tickets (Sl. No. 38)

25. In paragraph 5.21 of their Second Report, the Railway Convention Committee, 1971 had recommended that the photographs of the season ticket holders should be affixed to the season tickets which would facilitate checking and eliminate misuse of the season tickets.

26. Railways, in their reply, have stated the matter has been carefully considered in consultation with all the Zonal Railways concerned. It has been added that the cost of a photograph is almost equal to the cost of a season ticket. Further there is no chance of the photograph being used again for a subsequent season ticket. Consequently, the Railways concerned are of the view that there might be considerable resistance on the part of the travelling

public to incur recurring additional expenditure on account of photographs and therefore, it is difficult to accept the recommendation of the Committee.

27. The Committee are not impressed with the plea put forward by the Railways when they themselves have been pleading that because of misuse of suburban passes there is loss of revenue. The Committee consider that it should be possible to so devise a season-ticket that it can be validated periodically, as necessary, after payment of due amount without having to replace the photograph every time. The Committee would like the Railways to go into the question and implement the recommendation in letter and spirit in order to obviate the misuse of season tickets. The Committee need hardly point out that this should be preceded by an educational campaign which would dispel all doubts and elicit the willing co-operation of the commuters to the system.

CHAPTER II

RECOMMENDATIONS WHICH HAVE BEEN ACCEPTED BY THE GOVERNMENT

Recommendation (S. No. 1, Para No. 1.20)

The Committee note that in Railway parlance 'Suburban Services' have a special connotation indicating train services where season ticket fares are lower than the season ticket fares generally charged by the Railways on their system. The concessional fares in suburban trains varies generally from 9 to 15 times single fares depending on the length of the journey as compared to 15 to 20 times single fares generally charged from all other season ticket holders. The Committee are rather surprised that Secunderabad area where reduced season ticket fares are not available, should have been included by the Railways in their statistics of 'Suburban Services'. The Committee hope that in future the Railways would present a correct picture of the statistics of their 'Suburban Services' and would include only those cities/sections in their statistics where special season ticket fares are applicable. They would also like the Railways to spell out specifically the connotation of Suburban Services in such Railway statistics.

Reply of Government

The recommendation made by the Convention Committee has been accepted. In future data pertaining to those suburban areas only where the special concessional rates for season tickets are applicable will be included in railway statistics which eventually will exclude Secunderabad where the special concessional rate for season tickets is not applicable.

[Ministry of Railways (Railway Board) O.M. No. 73-B(RCC)-4226 dated the 19th April, 1974]

Recommendation No. 2, Para No. 1.28

The Committee regret to note that till 1965 no detailed study of the traffic and transport requirements of metropolitan cities was undertaken by Government. It was only in October, 1965 that the Planning Commission constituted a Study Team on Metropolitan Transport to undertake comprehensive traffic and transport studies in the 4 metropolitan cities of Bombay, Calcutta, Madras and Delhi. The scope of these studies is being enlarged to include 5 other

cities viz. Ahmedabad, Bangalore, Hyderabad, Kanpur and Pune. The Committee note that these studies are meant to provide Rapid Transit System in these cities for intra-city transport. The Committee like to emphasise that the problems of intra-city traffic in these over-populated cities which are spread over wide areas, are very acute and need to be solved with the utmost expedition so as to provide quick means of transport to the harassed citizens of these cities. It is common knowledge that in these cities considerable time is expended by the general public and younger generation in travelling to and from work, going to Schools/University/Colleges etc. Frequent incidents involving law and order problems arise on account of inadequacy and lack of punctuality and regularity in the running of these services. The Committee cannot therefore stress too strongly the need for providing reliable, punctual and efficient transport services at reasonable costs in these metropolitan cities.

Reply of Government

The observations of the Committee are noted. The Planning Commission and the respective State Governments have already moved in the matter of setting up the State Traffic Cells for their respective cities of Ahmedabad, Bangalore, Hyderabad, Kanpur and Pune. These traffic cells will conduct comprehensive traffic and transportation studies for formulating traffic and transportation plans for these cities. Completion of such studies will indicate the future direction in the traffic matters for the cities.

[Ministry of Railways (Railway Board) O.M. No. 73-B(RCC)-4226 dated the 19th April, 1974].

Comments of the Committee

The Committee would like to stress that the studies to be undertaken by the State Traffic Cells should be expeditiously completed.

Recommendation No. 5, Para 1.31

The Committee trust that all necessary arrangements to implement these plans successfully particularly the acquisition of land etc., at reasonable costs, keeping adequate margin for future growth, should be made in a planned manner in advance. Land for rail transport should be an integrated part of the developmental plans of metropolitan cities. The committee urge that time-bound and action oriented programmes in this regard should be prepared with the utmost expedition.

Reply of Government

The observations of the Committee are noted.

[Ministry of Railways (Railway Board) O.M. No. 73-B(RCC)-4226 dated the 19th April, 1974].

Recommendation (S. No. 12, Para 2.35)

The Committee note that the Railways have introduced 9 coach rakes on certain sections of the Central and Western Railways at Bombay replacing the old 6 coach rakes thereby increasing the capacity by 50 per cent. They regret that it has not been possible for the Railways to provide 9 coach rakes on all the sections due mainly to non-availability of EMU stock.

Reply of Government

All the trains on Churchgate-Virar section, of Western Railway and on Bombay VT-Kalyan and Harbour Branch sections of Central Railway have been running with 9 coach rakes. Even on Kalyan-Kasara/Karjat section of Central Railway, all trains are now running with 9-coach rakes.

[Ministry of Railways (Railway Board) O.M. No. 73-B(RCC)-4226 dated the 19th April, 1974].

Recommendation (S. No. 13, Para 2.36)

The Committee are unable to appreciate why the Railways, with all their resources, advance planning and implementation could not ensure that adequate number of 9 coaches rakes were available for introduction on all busy sections in time to provide much needed relief to the suburban passengers. The Committee Stress that Railways should ensure that 9 coach rakes are introduced on all busy sections in the three cities of Bombay, Calcutta and Madras, without further delay so as to relief congestion and overerowing at these places.

Reply of Government

Nine coach EMU trains have been standardised for the Bombay area. Existing EMU rakes and those being procured for Bombay area conform to this standard. In Calcutta and Madras areas, a majority of the EMU rakes consist of 8 coaches comprising of 2 units, each Unit having 4 coaches (1 Motor and 3 trailer Coaches). Under the present loading conditions occurring during peak period traffic, the motor coaches are already running under conditions of overloading. It will, therefore, not be desirable to load the

traction equipment further by addition of another coach as it will lead to frequent failure and burn out of traction equipment.

12 rakes in Calcutta area are in six coach formations. These are of earlier design originally provided for 3000 Volts DC traction in 3 coach unit sets, 2 such units forming a rake. Conversion of these rakes into 9-coach rakes by coupling 3 units together is being examined. This will reduce the no. of such coach rakes from 12 to 8 and would be possible with the availability of additional coaches to the current standards for making up the reduction rakes.

[Ministry of Railways (Railway Board) O.M. No. 73-B(RCC)-4226 dated the 19th April, 1974].

Recommendation (S. No. 14, Para No. 2.37)

The Committee further recommend that the requirements of such coaches for other metropolitan cities, where the traffic so requires, should be assessed in advance and plans prepared for production and procurement of the requisite number of coaches for introduction in these cities well in time.

Reply of Government

The observations of the Committee are noted. The question of introduction of electric multiple unit suburban services in other areas will be examined in consultation with the Planning Commission and the Ministry of Finance as and when the need arises.

[Ministry of Railways (Railway Board) O.M. No. 73-B(RCC)-4226 dated the 19th April, 1974].

Recommendation (S. No. 15, Para 2.38)

The Committee learnt during their study tour to Bombay that it would be possible to further relieve overcrowding by introducing 12 coach rakes. They note that the Railways have dropped the proposal to run 12 coach rakes on account of technical difficulties. The Committee would like the Railways to have this matter investigated thoroughly keeping in view the practice followed in other countries, and the technical developments in the field so that if it is found feasible to operate 12 coach rakes on busy sections on suburban lines at a later date, those could be pressed into service to relieve overcrowding.

Reply of Government

Prior to 1969 Zonal Railways in Bombay had under their consideration the proposals relating to the study of optimisation with 9

car rake and also maximisation with 12 car rake scheme with a view to increase the Passenger Commuter transport capacity. Subsequently, Railways M.T.P. Organisation was set up in July 1969 for conducting techno-economic feasibility studies of Mass Rapid Transit System (M.R.T.S.) based on the traffic and transportation plans prepared by the Maharashtra State Traffic Cell. During the course of the abovesaid study M.T.P. availed of the technical consultancy services from U.K. Consultants from March 1972 to June 1972 for matters relating to the traffic situation of 1981 and its solution.

2. After taking advantage of the benefit of advice of U.K. Consultants, Railway Board dropped the scheme of 12 car rakes on the following grounds:—

- (i) Dislocation of traffic due to lengthening of the station platforms for a 12 car-rake;
- (ii) Dislocation of traffic due to re-signalling of the line for 2½ minute headway for 12-car rake;
- (iii) Difficulty envisaged in handling 12-car rake traffic at the terminal stations i.e. VT and Churchgate during peak hours.
- (iv) Problems associated with the dispersal of peak period traffic at the stations.
- (v) The scheme of 12-car rake would involve very high cost and even then will not fully cope up with the future traffic.
- (vi) 12-car rake operation is extremely doubtful in Bombay situation.
- (vii) Development of a new traffic corridor is inevitable even with 12-car rake scheme. The new corridor will have the benefit of reduced overcrowding against the 12-car rake scheme.
- (viii) In view of the above said position, 12-car rake scheme may result in wastage of expenditure.

3. However, to relieve traffic overcrowding, other schemes like 6th corridor and 7th corridor etc. have been evolved by M.T.P. in consultation with U.K. consultants. The scheme of 6th corridor is under consideration and shall be finalised soon in consultation with the Planning Commission and Ministry of Finance.

[Ministry of Railways (Railway Board) O.M. No. 73-B(RCC)-4226
dated the 19th April, 1974].

Further information called for by the Committee

Please indicate the final decision taken regarding the 6th Corridor. (LSS O.M. No. 1/4/73-RCC dt. 11-6-74)

Reply of Government

The 6th Corridor scheme has been envisaged as a surface type of mass rapid transit system separate from the Railways' suburban system operating in Bombay area. The scheme consists of:—

- (i) a new double line system between Goregaon and Fort Market, following the Western Railway lines between Goregaon and Bandra, making use of the Central Railway lines between Bandra and Raoli Junction and again following the Harbour Branch of the Central Railway between Raoli Junction and V.T. with a separate terminus at Fort Market.
- (ii) a double line extension to Bhandup of Central Railway's Harbour Branch (V.T.—Kurla).

The scheme whose preliminary estimate cost prepared in 1972 is Rs. 90 crores is now under Final Location Survey. The Planning Commission has provisionally agreed to the scheme being taken up in the Fifth Plan period and accordingly a provision has been made in the 1974-75 budget to take up the construction work which will take five years to complete.

The Government's approval to the construction work will be obtained after the Planning Commission has finally cleared the Project.

[Ministry of Railways (Railway Board) O.M. No. 73-B(RCC)-4221 dated the 11th July, 1974]

Recommendation (S. No. 16, Para 2.39)

The Committee are concerned to note that a number of EMU rakes of 1928 vintage are still being used on the Central and Western Railways, Bombay. It is obvious that inspite of continuous and extensive repairs required by this old EMU stock, these coaches would be having frequent failures affecting punctuality of the trains and causing great inconvenience to the commuters. It is, therefore, necessary that earnest efforts are made to expedite the procurement of EMU stock by augmenting the manufacturing capacity of Integral Coach Factory and putting the working of M/s. Jessops on a sound footing.

Reply of the Government

The observations of the Committee are noted.

As regards putting the working of M/s. Jessops on a sound footing, the matter has been referred to the Ministry of Heavy Industry for their further attention.

As regards Integral Coach Factory, it may be mentioned that earnest efforts are being made to augment the manufacturing capacity of E.M.U.s. there. The total production of E.M.U.s. and of D.C. EMUs. in particular, in 1973-74 (to end of February, 1974) is already in excess of the production for the year 1972-73.

[Ministry of Railways (Railway Board) O.M. No. 73-B(RCC)-4226
dated the 19th April, 1974].

Recommendation (S. No. 17, Para 2.40)

The Committee are perturbed to note that the manufacture of electric equipment for EMU coaches, particularly for metre gauge coaches, constituted a constrained on the production programme of such coaches at the Integral Coach Factory. The Committee see no reason why Government could not plan a production programme for electric equipment for EMU coaches at HEIL Bhopal and Haridwar to ensure that the requirements of EMU coaches for such equipment were met in full. The committee stress that effective measures should urgently be taken by Government to ensure that the electric equipment for EMU coaches, particularly for metre gauge coaches, is supplied to the Integral Coach Factory to meet the full requirements of such coaches by the Railways.

Reply of Government

Close liaison is being maintained with Messrs Heavy Electricals of India Ltd., Bhopal and periodical high level discussions with the firm and visits to their works are made by officers of the Railway Board and ICF to review the supply and sort out difficulties.

With regards to equipments required for MG AC EMUs, since originally this equipment was imported from abroad and additional requirements were small, these were planned for imports. However, the prices quoted by the foreign suppliers showed abnormal increase in prices over the prices paid earlier. M/s HEIL were approached to consider indigenous manufacture of this equipment also. At present the design details of this equipment for indigenous manufacture are under discussion between RDSO and HEIL.

[Ministry of Railways (Railway Board) O.M. No. 73-B(RCC)-4226
dated the 19th April, 1974].

Further information called for by the Committee

Please indicate the results of discussions between RDSO and HEIL regarding the design details of electric equipment for EMU coaches.

[LSS O.M. No. 1/4/73-RCC dt. 11-6-74]

Reply of Government

Preliminary meeting in respect of traction equipment for MG AC EMU coaches was held between ICF, RDSO and HEIL in August, 1973 at which the possibility of using BG EMU equipment e.g. TM type 253 BY, blower units, 33' wheel diatransformers, rectifiers, etc. was discussed. Currently the possibility of accommodating BG AC EMU equipment on the bogie, underframe and inside MG AC EMU coaches is being examined in greater detail by R. D. S. O. Further discussions will continue when the analysis is finally made.

[Ministry of Railways (Railway Board) O.M. No. 73-B(RCC)-4221
dated the 11th July, 1974]

Recommendation (S. No. 18, Para 2.41)

In this connection, the Committee would also invite attention to the recommendations made by them in Paragraphs 2.107, 2.108 and 2.109 of their First Report on "Accounting Matters" wherein they have stressed the need for accelerating the production programme of EMU coaches by the Railways.

Reply of the Government

The observations of the Committee are noted.

[Ministry of Railways (Railway Board) O.M. No. 73-B(RCC)-4226
dated the 19th April, 1974].

Recommendation (S. No. 19, Para 2.52)

The Committee note that there has been improvement in the average headway between the trains in the peak period at Bombay, Calcutta and Madras and that the 2-minute service would progressively be run on the Western Railway, Bombay by 1975-76 subject of the availability of requisite number of EMU stock and the work of quadrupling of lines would be completed by December, 1973. They also note that the question of reducing the headway further is under study by the Survey Teams at Bombay and Calcutta. The possibility of reduction of headway at Calcutta and Madras is limited due to lack of separate suburban platform at Howrah and level crossings at Madras. The Committee hope that with the completion of the studies already undertaken at Bombay and Calcutta, every endeavour would be made by the Railways to reduce to the minimum the headway in these cities consistent with safety and the need for introducing more trains.

Reply of Government

The observations of the Committee are noted.

[Ministry of Railways (Railway Board) O.M. No. 73-B(RCC)-4226
dated the 19th April, 1974]

Further information called for by the Committee

Please indicate the results of the study made by the Survey Teams at Bombay and Calcutta and action taken in pursuance thereof.

(LSS O. M. No. 1-4-73-RCC dt. 11.6.74)

Reply of Government

The Reports of the Survey Teams of the Central and Western Railways on optimisation of suburban services in Bombay have been received. For the Central Railway the Report has suggested gradual reduction of the prevailing headway of over 6 mts. to 5 mts. in the first phase, 4 mts. in the second phase and 3 mts. in the last phase. The Western Railway Report has suggested gradual reduction of headway from 4 mts. after Churchgate-Grant Road quadrupling to 3 mts. in the first stage and 2½ mts. in the second stage on each corridor. The reduction of headway will involve resignalling of present lines, increasing the electric overhead and substation capacities, provision of additional car shed facilities for additional Electric Multiple Units, etc. The reports are under examination.

2. As regards Calcutta, as was explained to the Committee, the scope for any further reduction in the headway both on the Eastern as well as on the South Eastern Railways is extremely limited due to non-availability of a separate suburban platforms at Howrah station. The report of the Survey for provision of Terminal Facilities for Suburban and Non-Suburban Traffic at Howrah station has been received and Phase I of the proposals has been included in the Budget for 1974-75. Techno-Economic Survey for Terminal and Sectional facilities for dealing with suburban and Non-suburban traffic in Howrah and Sealdah divisions (excluding Howrah station) is also in progress. An Engineering-cum-Traffic Survey for provision of a separate subsidiary Suburban Terminal for South Eastern Railway is also in progress.

[Ministry of Rlys. (Rly. Board) O. M. No. 73-B (RCC)-4221 dated the 26th July, 1974.]

Recommendation (S.No. 20, Para 2.53)

As regards Madras, the Committee would like the Railway Administration to take initiative in consultation with the Planning Commission, Ministry of Transport and State Government to draw up a plan for construction of under/over bridge at important and

busy level crossings so as to increase the frequency of suburban trains in that area.

Reply of Government

The planning Commission is already seized of the seriousness of the problem. They propose to make a specific provision in the 5th Five Year Plan within the central Roads programme of the Ministry of Shipping and Transport for construction of under|overbridges in addition to the normal provision made in the National Highways programme. They also envisaged provision of full cost of selected bridges and their construction by a single authority. The mechanics of implementing this programme are under consideration by the Planning Commission. This programme will be in addition to funds normally being provided by the Ministry of Railways and State Governments for under|overbridges.

[Ministry of Railways (Railway Board) O.M. No. 73-B(RCC)-4226
dated the 19th April, 1974]

Further information called for by the Committee

Please intimate the decision taken regarding the mechanics of implementing the programme of selected bridges and their construction by a single authority.

[LSS O.M. No. 1/4/73-RCC dated 11-6-1974.]

Reply of Government

The Planning Commission have advised that a special provision of Rs. 25 crores is envisaged as part of the Central Roads Programme in the 5th Plan for bridges across level-crossings. This outlay is over and above the normal provision included for over|underbridges in the railways and the National Highways sector.

It is further advised by the Planning Commission that the funds for these schemes would be handled by the Ministry of Shipping and Transport and these would be treated like any other Central Roads schemes. They have also requested the Ministry of Shipping and Transport to work out the details of the schemes in consultation with the Railway Board so that an overall programme for over|under bridges is formulated and considered for implementation in the Fifth Plan in consultation with the Planning Commission.

Based on the proposals received from the Zonal Railways a list of level crossings together with requisite details has been furnished to the Ministry of Shipping and Transport to jointly arrive at the *inter se* priorities and to formulate the programme within the funds allotted by the Planning Commission. The matter is under examination of the Ministry of Shipping and Transport at present.

[Ministry of Railways (Rly. Board) O.M. No. 73-B(RCC)-4221
dated the 11th July, 1974.]

Recommendation (S. No. 22, Para No. 2.55)

The Committee would further recommend that the Ministry of Railways in consultation with the Ministry of Transport|State Governments should identify the missing links in providing under and over-bridges on level crossings which are hampering the smooth movement of traffic in busy areas. The Committee stress that time-bound programme should be prepared to provide these missing links at the earliest.

Reply of Government

Finalisation of programme in consultation with Ministry of Transport and the State Governments will depend upon release of special allocation for construction of road over|under bridges by the Planning Commission. It is understood that Planning Commission are inclined to allot Rs. 25 Crores for the special programme of Road over-bridges. Further action will be taken in consultation with the Ministry of Transport|State Governments as soon as firm allotment is indicated.

[Ministry of Railways (Railway Board) O.M. No. 73-B(RCC)-4226
dated the 19th April, 1974]

Further information called for by the Committee

Please intimate the final decision of the Planning Commission regarding allotment of Rs. 25 crores for the Special Programme of Road over/under bridges and further action taken in consultation with the Ministry of Transport|State Governments in the matter.

[LSS O.M. No. 1|4|73-RCC dt. 11-6-74]

Reply of Government

The Planning Commission have advised that a special provision of Rs. 25 crores is envisaged as part of Central Roads programme in the 5th Plan for bridges across level crossings. This outlay is over and above the normal provision included for over|under bridges in the railways and the National Highways sector.

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Based on the proposals received from Zonal Railways, a list of level crossings together with requisite details has been furnished to the Ministry of Shipping and Transport to jointly arrive at the *inter se* priorities and to formulate the programme within the funds allotted by the Planning Commission. The matter is under examination of the Ministry of Shipping and Transport at present.

[Ministry of Railways (Railway Board) O.M. No. 73-B(RCC)—
4221 dated the 11th July, 1974]

Comments of the Committee

(Sl. Nos. 20 and 22)

The Committee note that the Planning Commission realising the necessity for provision of bridges across busy level crossings have advised that special provision of Rs. 25 crores is envisaged at part of the Central Road Programme in the Fifth Plan for this purpose. The Committee would urge that necessary schemes in this regard may be formulated expeditiously and taken up for execution within a time-bound programme.

Recommendation (S. No. 23, Para 2.60)

The Committee note that steam traction is used in some sections of Calcutta and Madras for suburban traffic as electrification of those sections would not yield a reasonable return to the Railways. They also note that diesel engines are not used on these sections due to their non-availability. The Committee consider that in deciding the type of traction to be used the Railways should take into account the needs of traffic, both passenger and goods. In regard to the suburban traffic, the Committee have already recommended in Paragraph 1.28 that Government should aim at providing quick, cheap and sure means of transport to the commuters to metropolitan cities and that the question whether financial cost and the losses, if any, incurred on providing such services should be borne by the Railways or some other authority, should be decided by the Government separately. The Committee would like the Railways to study the requirements of traffic on these sections with a view to determine the traction needed to haul that traffic and provide the same to cope

with the growing traffic to relieve congestion and overcrowding. In the meantime the Committee recommend that Railway should put diesel engines on these sections, on a priority basis, particularly during peak hours to meet the needs of suburban traffic.

Reply of Government

As already pointed out the policy regarding suitable financial arrangements for operation of rapid transit system/suburban service during the 5th Plan is under consideration of the Planning Commission. A definite view on the issues involved is expected to be taken up as soon as possible. The recommendation of the Committee regarding putting diesel engines on suburban services on priority basis particularly during peak hours is noted. It is however, pointed out that with the limited diesel engines at their disposal it may not be possible for the Railways to implement this recommendation straightaway.

[Ministry of Railways (Railway Board) O.M. No. 73-B(RCC)—4226
dated the 19th April, 1974]

Recommendation (Sl. No. 25, Para 3.18)

The Committee are however concerned to note that the number of suburban trains on the Section between Grant Road and Churchgate in Bombay would be increased during peak hours from 45 to 80 by the Western Railways, only when new EMU rakes become available from Integral Coach Factory and M/s. Jessops which will take time. The Committee are surprised that no advance planning was done by the Railways to order the manufacture of EMU coaches and to ensure their availability for running additional number of trains on this Section well in time of the completion of quadrupling of the lines on this Section. The delay in running the additional number of trains, for want of adequate number of EMU stock, would result in non-utilisation of line capacity which has been created at heavy capital cost, apart from causing delay in providing relief from overcrowding to the suburban passengers on this Section. The Committee recommend that effective measures should be taken by the Railways urgently to ensure that sufficient EMU coaches are made available by the Integral Coach Factory and M/s. Jessops by stepping up their production, to run the additional trains by the end of 1973.

Reply of Government

Advance planning to order adequate number of EMU coaches for running additional trains with the commissioning of quadrupling

works in Churchgate—Grant Road section, was taken well in time. The additional coaches are expected to be available to enable introduction of additional services that would be possible consequent upon the commissioning of the quadrupling work which is now expected to be completed within the current financial year, viz. 1974-75.

[Ministry of Railways (Railway Board) O.M. No. 73-B(RCC)—4226
dated the 19th April, 1974]

Recommendation (S. No. 28, Para No. 3.21)

The Committee note that the question of providing increased standing accommodation in suburban trains has been under consideration of the Railway Design and Standard Organisation for a considerable time. They are constrained to observe that the R.D.S.O. has not taken up this problem on a priority basis, which it deserved. The Committee recommend that the R.D.S.O. should examine without delay how best accommodation in the existing EMU coaches could be optimised and evolve a new design suited to requirements for future EMU coaches. While increasing the capacity of these coaches particular attention should be paid to the problem of adequate ventilation and safety. The Committee have no doubt that in evolving the new lay out of EMU coaches for suburban services R.D.S.O. Railways would keep in view the latest technological development and layouts of similar rail coaches in foreign countries.

Reply of Government

The recommendations have been noted.

[Ministry of Railways (Railway Board) O.M. No. 73-B(RCC)—4226
dated the 19th April, 1974]

Further information called for the Committee

Please indicate whether the RDSO has taken up the question of how best accommodation in the existing EMU coaches could be optimised etc. and the progress made.

Please also intimate the latest technical developments of similar rail coaches abroad which are of relevance Indian conditions.

[LSS O.M. No. 1/4/73-RCC dt 11-6-74]

Reply of Government

Action has already been finalised by RDSO for increasing the carrying capacity of B.G. DC EMU coaches operating on Suburban sections of Bombay area. The design provides for 27 per cent more passenger carrying capacity than the existing EMU stock.

Due considerations was given to the latest Technical development and layouts of suburban stocks in use in the foreign countries while preparing the design for the higher capacity DC EMU stock.

The further technical developments of similar rail coaches abroad which are of relevance to Indian conditions will be advised from time to time and our Research and Designs Organisation altered on such advices.

[Ministry of Rlys. (Railway Board) O.M. No. 73-B(RCC)—4221
dated the 26th July, 1974.]

Recommendation (S. No. 29, Para No. 3.22)

The Committee have no doubt that before introducing coaches with the new lay-out on an intensive scale, they would be tried on pilot basis so as to ascertain the passengers' reactions as also to ensure that they subserve the purpose of providing maximum comfort, safety and optimum utilisation of space.

Reply of Government

It is confirmed that only one rake of 9 coaches with increased carrying capacity has been ordered on pilot basis to ascertain passengers' reaction.

[Ministry of Railways (Railway Board) O.M. No. 73-B(RCC)—4226
dated the 19th April, 1974]

Recommendation (Sl. No. 30, Para No. 4.9)

The Committee note that the season ticket fares charged from the suburban passengers in the three cities of Bombay, Calcutta and Madras are lower than those charged from non-suburban season ticket holders in other cities. These fares generally range from 9 to 15 single journey fares for performing 50 journeys in a month in these cities, compared to 15 to 20 single journey fares charged from non-suurban season ticket holders. The Committee are surprised to note that the suburban season ticket fares in the three cities were not also uniform. While these fares, in respect of first class season tickets, were made uniform for all distances in the three cities in 1969, the third class suburban season ticket fares were made uniform in April, 1972 upto 48 Kms. only, beyond which the fares still differ to some extent. The Committee feel that the diversity on the suburban season ticket fares in the three cities should not have been allowed to continue indefinitely after the Companies Railways were taken over by Government. They recommend that the diversity still existing in the third class suburban season ticket fares, should

be removed and uniform fares should be prescribed in the three cities.

Reply of Government

The Committee's recommendation that the diversity still existing in the III class suburban season ticket fares should be removed has been noted and will be kept in view at the time of rationalisation of the fares in future.

[Ministry of Railways (Railway Board) O.M. No. 73-B(RCC—4226 dated the 19th April, 1974)]

Further information called for by the Committee

Please indicate the precise action taken in bringing about uniform third class suburban season ticket fares in the last budget proposals.

[LSS O.M. No. 1/4/73-RCC dt. 11-6-74]

Reply of Government

In the last Budget proposals for revision of freight and fares from 1-4-74, the season tickets fares were not increased at all. As observed by the Minister for Railways in his Budget Speech for 1974-75, this was done with a view to exempt the "commuters who belong to an inelastic income group from any increase in this item of their cost of living."

[Ministry of Rlys. (Railway Board) O.M. No. 73-B(RCC)—4221 dated the 11th July, 1974.]

Recommendation (S. No. 31, Para No. 4.10)

The Committee note that no scientific cost study of the suburban fares has been made by the Railway so far and that the detailed cost studies, undertaken by the Railways, would be completed in the next 18 months. The Committee recommend that earnest efforts should be made to complete the cost studies of passenger fares expeditiously. At the same time, they would like the Railways to determine the cost of suburban services separately from those of other passenger services in view of the fact that the assets on the suburban services, i.e., line capacity, locomotives, coaches, etc. are used very intensively and, therefore, the operating ratio of the suburban services may well be lower than other passenger services. After the study has been completed, the Railways may examine to what extent it would be possible to adjust the fare structure of the suburban services, keeping in view the desirability of providing cheaper travel to suburban passengers.

Reply of Government

Scientific cost analysis of coaching services has already been taken in hand and the studies are expected to be completed in the course of next year. So far as suburban services are concerned, cost figures are already being worked out on a broad basis. Detailed studies are now in hand to review completely the methodology of costing of suburban services and to introduce further refinements and accuracy in the method of costing.

[Ministry of Railways (Railway Board) O.M. No. 73-B(RCC)—4226
dated the 19th April, 1974]

Recommendation (S. No. 32, Para No. 4.11)

The Committee have pointed elsewhere in the Report that they attach highest importance to the provision of adequate transport facilities in the metropolitan areas in the interest of planned development. The Committee have no doubt that if Government on consideration of all aspects feel that fares should be kept lower than the cost, a suitable decision would be taken in consultation with concerned authorities, particularly the Planning Commission, Ministry of Finance, and State Governments. The Committee would also like the Government to make a study as to the extent to which other railway systems in foreign countries provide suburban travel facilities at a rate lower than their cost and how their deficits are met.

Reply of Government

The Committee's observations are noted. The question of making suitable changes in the suburban fare structure will be considered along with the provision of additional transport facilities in the metropolitan areas in consultation with the Ministry of Finance and the Planning Commission. A cost analysis of the passenger services is also not available at present. This work has already been undertaken and is likely to be completed in about a year. As for the extent to which other railway systems in foreign countries provide suburban travel facilities at a lower rate than their cost and how their deficits are met, our information is that the British, German and French Railways get compensation from their respective Governments for losses on suburban traffic.

[Ministry of Railways (Railway Board) O.M. No. 73-B(RCC)—4226
dated the 19th April, 1974]

Further information called for by the Committee

Please furnish a detailed note on the position obtaining in the British, German and French Railways regarding compensation from their respective Governments.

[LSS O.M. No. 14/73-RCC dated 11-6-74]

Reply of Government

Although some general information collected from foreign Railway periodicals and reports of the British Railways Board is available on the subject, detailed and specific information is not available. This has been called for from the Railway Advisers posted in these countries and will be furnished as soon as it is received.

[Ministry of Railways (Railway Board) O.M. No. 73-B (RCC)-4221 dated the 26th July, 1974].

Recommendation No. 33, Para No. 4.29

"The Committee are concerned to note that losses on suburban services in the three cities of Bombay, Calcutta and Madras are increasing year after year and that in 1970-71 these losses were assessed at about Rs. 12 crores. The losses in Calcutta area have been the highest and amounted to over Rs. 9 crores in 1970-71. The Committee are perturbed at the high incidence of losses on suburban services in the Calcutta area. The Committee would like the Railways to analyse the causes of these abnormal losses and to reduce the same by effecting utmost economy in expenditure and increasing revenue earnings by plugging leakages like ticketless travel etc. in that area. They hope that with the improvement in the law and order situation in the Eastern Sector, it would be possible for the Railways to show better results in future."

Reply of the Government

The observations made by the Railway Convention Committee in regard to the high incidence of losses on Suburban Services in Calcutta area during 1970-71 have been noted. While a broad analysis of the causes for the losses had already been made and indicated to the Committee—vide Paras 4.17 to 4.21 of the Report *ibid*—the Railways have been advised to make a detailed analysis of the causes for the abnormal losses and to take effective steps to reduce expenditure and also to improve the earnings.

2. In so far as plugging leakages of revenue on account of ticketless travel on Suburban sections is concerned, instructions have already been issued to the concerned Railway Administrations to

intensify checks in Suburban trains in order to minimise the incidence of ticketless travel in those trains.

[Ministry of Railways (Railway Board) O.M. No. 73-B(RCC)-4226 dated the 19th April, 1974]

Further information called for by the Committee

Please indicate the results of detailed analysis made by the Railways concerned, the action taken in pursuance thereof and the results achieved.

[LSS O.M. No. 1/4/73-RCC dated 11-6-74]

Reply of Government

In reply to the recommendation No. 33, Para 4.29, it was indicated that railways had been advised to make a detailed analysis of the causes for the abnormal losses and to take effective steps to reduce expenditure and also to improve the earnings. The results of the detailed analysis made by the railways, the action taken by the railways in pursuance thereof and the results achieved have been called for from the railways and the Lok Sabha Secretariat will be advised after the information has been obtained.

[Ministry of Railways (Railway Board) O.M. No. 73-B (RCC)-4221 dated the 11th July, 1974].

Recommendation (S. No. 34, Para 4.30)

The Committee note that the figures of losses on 'Suburban Services' assessed by the Railways are a 'rough and ready figure' and indicate 'broad approximation only and that no separate accounts of income and expenditure on 'Suburban Services' are maintained by the Railways. The Committee further note that the Railways are setting up costing cells as a result of the recommendations by World Bank Team of Consultants to improve cost accounting on the Railways. The Committee hope that with the setting up of these cells, it would be possible for the Railways to review their methodology of costing of 'Suburban Services' with a view to introduce refinements and accuracy in the method of costing. The Committee have already suggested that the costing of suburban services should be done separately so that the real losses on running of these services could be determined with accuracy.

Reply of Government

Detailed studies have already been taken in hand to review the methodology of costing of 'Suburban Services' with a view to introducing refinements and accuracy in the method of costing.

[Ministry of Railways (Railway Board) O.M. No. 73-B(RCC)-4226 dated the 19th April, 1974]

Comments of the Committee

The Committee would like the results of these studies to be communicated to them in due course.

Recommendation (S. No. 36, para No. 5.19)

The Committee note that the monetary loss on ticketless travel on the suburban sections of the metropolitan cities as estimated by the Railways was between Rs. 60 lakhs to Rs. 90 lakhs in 1970-71. They further note that the amount of fare and penalty collected from ticketless travellers in these cities has been increasing year after year which indicates that the extent of suburban ticketless travel in these areas is quite heavy. The Committee find that the percentage of suburban trains checked varies from 14 by the Central Railway at Bombay to 61 on Metre Gauge section in Madras. This underlines the need of intensifying checking of the suburban trains particularly by the Central Railway. The Committee trust that necessary steps would be taken by the Railways in this regard.

Reply of Government

The recommendation has been accepted and necessary instructions have been issued to the Central and other Zonal Railways serving the Metropolitan cities of Bombay, Calcutta and Madras to intensify checking of suburban trains in order to minimise the incidence of ticketless travel in those trains.

[Ministry of Railways (Railway Board) O.M. No. 73-B(RCC)-4226 dated the 19th April, 1974]

Further information called for by the Committee

Please indicate (i) the percentage checking now being done and the amount collected and (ii) the Railways' own estimate of ticketless travel on suburban lines.

[LSS O.M. No. 1/4/73-RCC dt. 11-6-74].

Reply of Government

The information is given below.

Railway	Percentage of suburban trains being checked	Amount of fare and excess charges collected from ticketless/irregular travellers in suburban trains during 1973-74. (Rs. in lakhs).
Central	16%	9,47,694
Eastern	30% to 40%	15,19,350
Southern	84% on MC Section 68% on BG Section }	1,29,832
S. E.	60%	1,12,626
Western	40%	6,79,894

In this context, it has to be pointed out that the percentage of suburban trains checked does not fully reflect the intensified drive that has been undertaken by the Railways to check ticketless travel on suburban sections. This is because of the difficulty in checking suburban trains during their run, particularly in the Bombay and Calcutta area on account of heavy overcrowding. However, checking at the gates and at Station platforms has been intensified by posting batches of TTEs particularly during peak hours. The total amount of fare and penalty collected from ticketless/irregular travellers on the suburban section of Bombay, Calcutta and Madras during the year 1973-74 was about Rs. 33.89 lakhs, as compared to Rs. 23.15 lakhs during 1971-72.

Though separate statistics of ticketless travel on suburban sections is not maintained, recently the Rlys. were asked to conduct comprehensive checks on all the Sections (including the suburban sections) so as to assess the extent of ticketless travel on the Indian Railways. The assessment is on hand on completion of the same, it will be possible to have an estimate of ticketless travel on suburban sections.

[Ministry of Railways (Rly. Board) O.M. No. 73-B (RCC)-4221 dated the 26th July, 1974.]

Recommendation (S. No. 37, Para No. 5.20).

The Committee further note that the adequacy of the number of booking windows for issue of tickets to suburban travellers is constantly under review and that the Railways, apart from additional windows have installed self-printing machines at

busy stations and have also utilised the services of part-time volunteers from among the sons and daughters of the Railway employees to issue tickets at certain stations. The Committee need hardly stress that one of the reasons of ticketless travel is the difficulty in getting tickets and long time spent in the queues before the booking windows. The Committee would like the Railways to increase the number of self-printing machines at busy stations to facilitate easy availability of tickets. They would also like that the experiment of employing part-time employees during rush periods for issue of tickets which had proved successful on the Western Railways should be tried on other Railways also.

Reply of Government

The recommendation has been accepted. The use of self-printing ticket machines at busy stations is being progressively extended to facilitate easy availability of tickets. These machines are manufactured in the Signal Workshops at Byculla and Sabar-mati. The number of machines manufactured by the Byculla Workshop and supplied to the Railways, during the period June, 72 to May, 73 was 44. Manufacture of more such machines has been planned to meet the demands of Zonal Railways.

Instructions have also been issued to the Railways to introduce the scheme of utilising part-time volunteers in vogue on the Western Railway, on other Railways at selected busy stations where long queues tend to develop during peak hours. This scheme of utilising volunteers during peak periods of rush on Sundays and Holidays at important suburban stations has also been introduced on the Central Railway.

[Ministry of Railways (Railway Board) O.M. No. 73-B(RCC)-4226 dated the 19th April, 1974]

Recommendation (S. No. 40, Para 6.15)

The Committee note that construction of the Dum-Dum Tolly-ganj underground railways at Calcutta is being undertaken by Government and is expected to be completed by 1979. The Committee would like to point out that the construction of an underground railway system which is a new technological venture in the country, particularly in a congested city like Calcuttā, is a challenging task and would pose numerous problems. They would therefore like to emphasise that the Metropolitan Transport Authorities, in charge of the Calcutta Project, should plan the time schedules of the various stages of construction of the underground

railway in a realistic manner and keep a close watch on the progress of construction so as to ensure that it is completed within time, if not earlier. It is also necessary that the cost of construction is kept under constant review to ensure that the expenditure incurred in no case exceeds the estimates.

Reply of Government

Project report of Dum Dum Tollyganj section Calcutta envisaged construction of entire line in 7 years by phasing the construction programme into 13 contract sections during this period. Consequent to the sanctioning of this project by Government in 1972, a team of senior Railway officials concerned with the M.T. Projects went abroad on a study-cum-observation tour of the foreign metropolitan system there for a period of about 6 weeks. During this period this team had an opportunity to see "Metros" during the various phases i.e. Planning, construction and operation. The team also made an assessment of the availability of construction equipment and training facilities etc., abroad with the various agencies for such projects. Thus the team apprised itself with the practical aspects of the project abroad for implementing the project in Calcutta. Drawing upon the above said experience, MTP/Calcutta reviewed the earlier construction programme and submitted the same to the Board in December 1972. According to this programme the entire RTS line section has been split into 19 sections for facilitating construction and its control. The programme of implementation of the sections indicates the time to commence and finish each contract section. This programme does not burst the target of completion of 7 years as stipulated earlier in the project report. The follow-up action on these plan coupled with timely availability of the foreign assistance needed for this project, it would be possible to adhere to the target of completion.

Regarding controlling the cost of construction it is mentioned that cost of each item, of work provided in the sanctioned estimate is compared with the tendered cost while letting out contract against such items. This would provide the direction for controlling the expenditure. However, estimates of cost prepared so far were based on 71-72 prices and did not include the escalation of price rise and increase in the salary and wages that may be there from 1971-72 onwards.

[Ministry of Railways (Railway Board) O.M. No. 73-B(RCC)—
4226 dated the 19th April, 1974].

Recommendation (S. No. 41, Para 6.16)

The Committee need hardly stress that Government should make earnest efforts to provide facilities for suburban travel at the most competitive and reasonable rates.

Reply of Government

The Observations of the Committee are noted.

[Ministry of Railways (Railway Board) O.M. No. 73-B(RCC)—
4226 dated the 19th April, 1974].

Recommendation (S. No. 42, Para No. 6.17)

The Committee note that the techno-economic survey for the East-West line i.e., from Sealdah to Howrah is in progress. The Committee would urge the Railways to complete the survey expeditiously so that further action to provide Rapid Transport System on this line could also be taken up at an early date.

Reply of Government

Techno-economic feasibility studies for the East-West line i.e., from Sealdah to Howrah are in progress by the Railways' M.T.P. Organisation and are expected to be completed in 1973.

[Ministry of Railways (Railway Board) O.M. No. 73-B(RCC)—
4226 dated the 19th April, 1974].

Further information called for by the Committee

Please indicate whether the studies had been completed and if so, the results thereof and the decision taken by Government thereon.

[LSS O.M. No. 1/4/73-RCC dt. 11-6-74].

Reply of Government

Due to the Calcutta Metropolitan Planning Organisation's delayed submission of the required Traffic data, the feasibility studies which are complete except for the economic appraisal, are now expected to be finalised by the last quarter of 1974.

[Ministry of Railways (Railway Board) O.M. No. 73-B(RCC)—
4221 dated the 11th July, 1974].

Recommendation (S. No. 43, Para 6.18)

The Committee note that the techno-economic feasibility studies for the Mass Rapid Transit System at Bombay is at a fairly advanced stage. Considering the acute congestion and overcrowding in the

suburban trains at Bombay, the Committee cannot help feeling that there have been considerable delays in taking up traffic surveys and techno-economic feasibility studies for solving the suburban traffic problems of Bombay, which should have been undertaken from the 1st Plan itself. It is regretted that these studies have not yet been completed. The Committee cannot too strongly emphasise the need for expeditious completion of the techno-economic feasibility studies in these cases. The Committee urge that the Government should take an early decision on the results of these studies in consultation with the Planning Commission and State Governments so that effective measures could be taken to start the construction of Rapid Transit Systems at Bombay at an early date.

Reply of Government

It is only in 1965 that integrated metropolitan traffic studies were initiated by the Metropolitan Transport Team (MTT) of Planning Commission for the Metropolitan cities of Calcutta, Bombay, Delhi and Madras. Accordingly expert organisations under the State Governments for these cities were set up to formulate comprehensive traffic and transportation plans on the basis of comprehensive traffic and Transportation Surveys.

At the instance of the Planning Commission and in the absence of any other suitable agency, Railways undertook the responsibility for surveys and construction of the Metropolitan Transport Project (MTP) in 1969 only for the cities of Calcutta, Bombay, Delhi and Madras. Soon after this decision Railways MTP Organisation was set up in July 1969 in Bombay for conducting techno-economic feasibility studies of M.R.T.S.

In view of the divergent view points of the M.T.P. M.T.T. and I.B.R.D., who examined the future transport requirements of Bombay due to their (IBRD) association with the Urban Development Scheme there, regarding the traffic solution for Bombay, M.T.P. Bombay availed of the technical consultancy services under Colombo Plan from U.K. Government from March, 1972 to June, 1972.

U.K. consultants examined the studies/suggestions made earlier by different agencies with regard to the traffic solution for Bombay and made the following important recommendations for finding a solution to the future traffic (1981) problems of Bombay.

- (i) Optimisation of the existing suburban service with 9 car rake without going in for 12 car rake scheme.
- (ii) Construction of the 6th Corridor scheme namely Fort Market Line linking Goregaon Bandra section of Western

Railway with Raoli-For Market Line and also the extension of present harbour branch of Central Railway from Kurla to Bhandup.

- (iii) The construction in phases of 7th Corridor MRTS Scheme linking Bandra-Kurla-Air-port complex in the North to the Backbay area in the South via Mahalaxmi and Byculla etc.

The techno-economic feasibility report as prepared by M.T.P. Bombay for the above referred 6th corridor scheme has been considered by the Railway Board who are arranging the conference with the Ministry of Finance and Planning Commission to arrive at decision about this project. The techno-economic feasibility studies of 7th corridor scheme mentioned above will be finalised after 2nd instalment of U.K. consultancy is availed of U.K. Government has already been approached in this regard and their (U.K.) latest communication on the issue of making available further consultancy is under active consideration of the Railway Board and the Planning Commission.

[Ministry of Railways (Railway Board) O.M. No. 73-B(RCC)—4226 dated the 17th April, 1974]

Further information called for by the Committee

Please indicate the decision of the Ministry with regard to the 6th Corridor and the latest position with regard to the question of availing U.K. Consultancy for 7th Corridor.

[LSS O.M. No. 1/4/73—RCC dt. 11-6-74]

Reply of Government

The Techno-economic feasibility report on the 6th Corridor is now under consideration of the Planning Commission who has called for the feasibility reports of the suburban railway optimisation schemes of the Central and the Western Railways from the Railway Board. These latter reports were finalised later than the 6th Corridor report and are under the Railway Board's consideration before submission to the Planning Commission.

During the Fifth Plan period only the 6 Corridor scheme followed by the suburban optimisation schemes have been proposed to be taken up. The Planning Commission wants to examine if any part of the suburban optimisation schemes could be taken up earlier and if the whole of the 6th Corridor scheme is needed to be implemented initially.

As the 7th Corridor scheme is not, prima-facie, proposed to be implemented in the 5th Plan period due to the position of resources, the UK Government has not agreed to provide consultancy assistance under the Colombo Plan for its Techno-economic feasibility studies. A provisional feasibility report is to be prepared now by the MTP organisation and this is expected to be completed in 1974-75.

After the provisional feasibility report is considered the question of further investigation and foreign consultancy assistance can be decided.

[Ministry of Railways (Railway Board) O.M. No. 73-B(RCC)—4221 dated the 11th July, 1974]

Recommendation (S. No. 44. Para 6.19)

The Committee feel that the period of 12 years for the completion of the project is too long. They would like the Government to make earnest efforts to reduce this period to the extent possible.

Reply of Government

Railways M.T.P. Organisation Bombay availed of first instalment of U.K. consultancy service in 1972 with a view to identify the traffic corridors for Bombay. The consultants identified a Mass rapid transit (MRTS) corridors called '7th corridors' linking Bandra-Kurla complex area in the North to Backbay area in the South for an approximate length of about 30 kilometres. While identifying the corridors the consultants roughly estimated the time schedule for construction of above M.R.T.S. corridors as 12 years.

Techno-economic feasibility studies of the 7th corridor are in an advance stage by M.T.P. Finalisation of these studies by M.T.P. is awaiting the arrival of another team of U.K. consultants for which the latest communication from U.K. Government is under active consideration of the Railway Board and the Planning Commission. Based on the detailed information, which would be available for the surface and sub-soil conditions etc., the designs of the system selected will be worked out along with the methods of construction to match the situations met with at different places along the entire alignment of 7th Corridor. Therefore completion of the techno-economic feasibility studies by M.T.P. in 1973 would provide the total quantum of workload involved along with the time schedule for implementing the scheme which shall also have to match the availability of the financial resources. Thus the time period of 12 years shall stand reviewed for this scheme.

[Ministry of Railways (Railway Board) O.M. No. 73-B(RCC)—4226 dated the 19th April, 1974].

Recommendation (S. No. 47, Para 6.24)

The Committee note that the allocation for Metropolitan Transport Project which was originally fixed at Rs. 50 crores during the 4th Plan, has been reduced to Rs. 20 crores at the time of mid-term appraisal on account of dropping of the scheme of Suburban Dispersal Line at Calcutta. Out of this reduced allocation of Rs. 20 crores an expenditure of Rs. 1.45 crores only has been incurred so far.

Reply of Government

The position is factual for Calcutta Project. The actual expenditure upto December 1972 on M.T. Projects for all the cities is as under:

City	Rs. (Lakhs)
Calcutta	147.35
Bombay	55.44
Delhi	30.59
Madras	24.74

[Ministry of Railways (Railway Board) O.M. No. 73-B(RCC)—
4226 dated the 19th April, 1974].

Further information called for by the Committee

Please indicate the expenditure incurred on the various MT projects during the Fourth Plan period.

[LSS O. M. No. 1/4/73—RCC dt. 11-6-74]

Reply of Government

The expenditure on Metropolitan Transport Projects during the Fourth Plan period including approximate actuals for the last quarter of the Plan period is as under:—

(a)

Feasibility Studies	Expenditure (Rs. in lakhs)
Calcutta	77.71
Bombay	99.24
Delhi	79.22
Madras	49.50
TOTAL :	305.67
(b) Construction and final detailing-Dum-Dum-Tollyganj Rapid Transit Line	541.42
(c) Final location Survey for suburban Dispersal line from Dum Dum to Princep Ghat	22.03

[Ministry of Railways (Railway Board) O.M. No. 73-B(RCC)—4221
dated the 11th July, 1974]

Recommendation (S. No. 48, Para 6.25)

The low expenditure indicates that the metropolitan transport projects which have already been greatly delayed, are not being proceeded with urgency and the speed that they deserve. The Committee feel that it is not lack of finances which is hampering the progress of these projects but the implementation thereof. As already valuable time has been lost, the Committee would like the Government to speed up the pace of implementation of these projects so that the Rapid Transport Systems become a reality before the beginning of the 6th Plan. The Committee urge that effective measures should be taken by Government to ensure that maximum progress is made in the execution of these projects during the present Plan period itself.

Reply of Government

At the instance of the Planning Commission and in the absence of any other suitable agency, Railways' Metropolitan Transport Projects (MTP) Organisations in the cities of Calcutta and Bombay were set up in July, 1969. Construction of Dum-Dum-Tollyganj section of railway line in Calcutta has been undertaken in 1972-73 and the Organisation has been put under the charge of a General Manager to speed up the work there. Regarding Bombay, the techno-economic feasibility studies are in advanced stage for the M.R.T.S. scheme and will be finalised soon after the arrival of second team of U.K. consultants.

2. M.T.P. Organisations were set up in Delhi and Madras only in July 1971 as the traffic and transportation plans based on comprehensive traffic and transportation surveys were completed by the respective agencies of the State Governments only in early 1971 for these cities. Completion of these traffic studies is a 'must' before the Railway could set up their M.T.P. Organisations. During the techno-economic feasibility studies, Railways' M.T.P. Organisations are to be furnished with supplementary traffic data by the State Traffic Agencies who had conducted the original comprehensive traffic studies. The studies by M.T.P. have so far been matched with the traffic data made available by the State Traffic agencies. However, efforts are being made to complete these studies in the cities of Delhi and Madras in 1973.

[Ministry of Railways (Railway Board) O.M. No. 73-B(RCC)—
4226 dated the 19th April, 1974].

Recommendation (S. Nos. 49 & 50—Para Nos. 6.29 & 6.30)

The Committee note that the Railways have set up Metropolitan Transport Organisations at Bombay, Calcutta, Madras and Delhi to deal with the problems of Mass Transit Systems in these cities. They note that there have been changes in the heads of these organisations at Calcutta, Bombay and Delhi. The Committee expect that the Government should have appointed heads for these Organisations not only for the completion of surveys most expeditiously, but for the execution of the projects also. The Committee consider that there is need for the most efficient and competent organisations to carry out surveys and techno-economic feasibility studies for these projects expeditiously but also to undertake the implementation of the projects for the metropolitan cities.

The Committee cannot emphasise too strongly the need for continuity in the personnel of these technical organisations which are handling an entirely new task. They suggest that while posting senior officers to these organisations the question of retaining them there for sufficiently long periods, should be given due consideration as frequent changes affect the progress of work in such organisations.

Reply of Government

While the Railway Board appreciate that frequent changes in the Senior Officials in these Projects is not conducive to their efficient functioning, sometimes changes become unavoidable on account of superannuations or promotions of officers and other exigencies of service. However, the recommendation of the Committee will be kept in view while ordering further changes in these Projects.

[Ministry of Railways (Railway Board) O.M. No. 73-B(RCC)—
4226 dated the 19th April, 1974].

Recommendation (S. No. 51, Para No. 6.34)

The Committee note that the assistance of Soviet Consultants was taken for the Metropolitan Transport Project at Calcutta and of British Consultants for the Bombay Project. They are glad that the technical problems of metropolitan transport projects are being dealt with by the Railway Design and Standard Organisation at Lucknow and that maximum use would be made of the talent available in the country to solve the problems of design and construction of these systems in future. Foreign consultancy would be availed of for limited purposes only. The Committee cannot too strongly emphasise the need of self-reliance in this technical field, particularly when the Railways have already got a good and experienced Central Design Organisation.

Reply of Government

Railways have so far sought foreign technical consultancy services in case of Calcutta and Bombay Projects to a limited extent. The Railways accept the need of self-reliance in the technical field pertaining to the implementation of such projects. It is in this context that Railways planned to send M.T.P. personnel abroad for training with a view to enable them to undertake the responsibility with confidence on their return. Drawing upon the experience of R.D.S.O., this Organisation has already been entrusted with the responsibility of design of rolling stock for M.T.P. and similarly I.C.F. has been assigned for undertaking manufacture of the rolling stock in the country. The foreign assistance being sought now with regard to import of specialised equipment for M.T.P. Calcutta Project Calcutta, is with an ultimate aim to develop the indigenous capacity for manufacturing such items pertaining to rolling stock items and signal and telecommunication items etc.

It is hoped that foreign assistance with regard to the Projects in Delhi and Madras may not be needed.

[Ministry of Railways (Railway Board) O.M. No. 73-B(RCC)—
4226 dated the 19th April, 1974].

Recommendation (S. No. 52, Para 6.35)

The Committee would like to stress that full use should be made of the foreign consultancy at Calcutta and Bombay to train personnel so that they can take up this work with confidence in other cities.

Reply of Government

The training arrangements (abroad) for M.T.P. personnel in the context of Calcutta, are already being made. In fact a team of senior railway officials who will soon visit Moscow for finalising the import of equipment/stores from there, will also discuss the training arrangements there for the M.T.P. personnel. Such personnel on return will be utilised for implementing these Projects in these cities.

[Ministry of Railways (Railway Board) O.M. No. 73-B(RCC)—
4226 dated the 19th April, 1974].

Recommendation (S. No. 53, Para No. 6.36)

The Committee trust that with the completion of the Metropolitan Transport Project at Calcutta, the Railway engineers would acquire the requisite confidence and develop the necessary technology and knowhow to construct rapid transit systems in other major cities in the country.

Reply of Government

It is expected that implementation of Project in Calcutta would take about 7 years and will be completed in 1979. Similar Projects in other cities like Bombay, Delhi and Madras may be taken up during the period when Calcutta Project is also in progress. Firm programme will, however, depend on the outcome of the decisions taken after the Project Reports, regarding techno-economic feasibility studies in the cities of Bombay, Delhi and Madras, are finalised. It is our endeavour to develop a requisite confidence in the personnel dealing with the Projects at different levels by making available services of the foreign consultants during different phases of implementing such projects and also by providing MTP personnel with the opportunity of training abroad on the various aspects concerning such projects.

[Ministry of Railways (Railway Board) O.M. No. 73-B(RCC)—
4226 dated the 19th April, 1974].

Recommendation (S. No. 54, Para No. 6.37)

The Committee would also like the Government to prepare a manufacturing programme for the rolling stock required for Mass Transit Systems in the country indigenously so that the same is available to be put in operation as soon as the projects are completed.

Reply of Government

It has been assessed that about 60 units of Rolling stock will be required to commence the commercial services for mass rapid transit system of Calcutta in 1979. Accordingly, a tentative manufacturing programme of this rolling stock has been made for production in I.C.F. during the 5th Plan period ending in 1978-79.

2. To formulate realistic manufacturing programme for the rolling stock it would be necessary to develop the capacities for the electrical traction and control equipment. Railways have already taken up this subject with M/s. Bharat Heavy Electrical Ltd., Hardwar, and HEIL Bhopal. In addition, a senior team of railway officials proceeding to U.S.S.R., will also explore the possibilities of importing the electrical traction and control equipment from U.S.S.R. The present assessment is that such electrical equipment may have to be imported for about 100 rolling stock till indigenous capacities for the same are developed on sound footing.

3. Based on the position that will crystalise also after the team's visit to Moscow and as well as the dialogue which the Railways are having with M/s BHEL etc., a more realistic manufacturing programme for rolling stock will be prepared.

[Ministry of Railways (Railway Board) O.M. No. 73-B(RCC)—
4226 dated the 19th April, 1974].

CHAPTER III

RECOMMENDATIONS WHICH THE COMMITTEE DO NOT DESIRE TO PURSUE IN VIEW OF GOVERNMENT REPLY

Recommendation (S. No. 8, Para No. 2.12)

The Committee note that it was only in October, 1965 that the Planning Commission constituted a Study Team to carry out comprehensive traffic and transport studies in the four metropolitan cities of Bombay, Calcutta, Madras, and Delhi and that so far the scheme for Rapid Transit System for Calcutta Underground Railway only has been finalised and approved by Government. The Committee regret to point out that the schemes of Rapid Transit Systems for Bombay, Delhi and Madras have not yet been finalised despite a lapse of over seven years. The Committee have dealt with this matter in greater detail in Chapter VI of this Report.

Reply of Government

The planning and development of Metropolitan Transport are not the responsibility of main line Railways. However, at the instance of the Planning Commission and in the absence of any other suitable agency, Railways undertook the responsibility in 1969 of carrying out surveys and construction of the Metropolitan Transport Project (MTP) in the cities of Calcutta, Bombay, Delhi and Madras during the Fourth Plan period. Accordingly, Railways M.T.P. Organisations for Calcutta and Bombay were set up in July, 1969 for conducting techno-economic feasibility studies of the Mass Rapid Transit System (MRTS) in these cities. Similar M.T.P. Organisations were set up in Delhi and Madras in July, 1971 to conduct the techno-economic feasibility study of M.R.T.S.

Preparation of the traffic and transportation plans, based on the comprehensive traffic and transportation surveys to be conducted by the respective State traffic cells are to precede before the Railways' M.T.P. Organisations are set up for conducting techno-economic feasibility studies of M.R.T.S. in the cities. The traffic surveys for Delhi and Madras were completed by the respective concerned State agencies for Delhi and Madras in 1971 consequent to which Railways M.T.P. Organisations in these cities were set up even pending recommendations of the traffic corridors from the Metropolitan Transport Team (M.T.T.) of the Planning Commission.

Techno-economic feasibility studies of MRTS take a few years for completion as they involve a lot of detailed surface and sub-soil investigation etc. for establishing the technical and economical feasibility of the scheme. It is expected that these studies in Bombay, Delhi and Madras will be completed in 1973 after which the scope and time table of construction of these scheme will be known.

It would, therefore, appear that Railways have matched the progress of M.T.P. Studies with the availability of the traffic data.

[Ministry of Railways (Railway Board) O.M. No. 73-B(RCC)—
4226 dated the 19th April, 1974].

Further information called for by the Committee

Please indicate the latest position regarding the progress of the techno-economic feasibility studies in Bombay, Delhi and Madras and if they had been completed, the results thereof and the follow up action taken

(LSS O.M. No. 1/4/73-RCC dt. 11-6-1974).

Reply of Government

Bombay

For Bombay City, the techno-economic feasibility studies for the scheme of Mass Rapid Transit comprising of surface railway lines from Goregaon and Bhandup by the side of the suburban lines, terminating with a short length of underground railway at Fort Market have since been completed. The final location survey and detailed plan is in hand and is expected to be completed in 1974. An amount of Rs. 4.65 crores has been allotted in the budget for 1974-75 to enable the construction of this line to be taken in hand after final clearance by the Government. The scheme is expected to take 5 years to complete.

In addition, the techno-economic feasibility studies for an underground Railway from Colaba to Kurla via Bandra are progressing and a provisional report is expected to be issued soon.

Delhi

The traffic studies made by the Central Road Research Institute under the aegis of the Metropolitan Transport Team (MTT) of the Planning Commission are the basis of the mass transit network which has recently been finalised by the MTT. The net work consisting of surface mass rapid transit system of 99 km. and a separate underground system of 44 km. is under Techno-economic feasibility studies by the Metropolitan Transport Project (MTP) Organisation set up at Delhi.

The progress of the work is however, dependent on the finalisation of the secondary traffic data for the period upto the year 2001, which is in hand with the Town and Country Planning Organisation of the Ministry of Works and Housing. By and by these data are being made available to MTP Organisation.

The techno-economic feasibility report on the first stage of the network is expected to be finalised in 1974-75.

Madras

The traffic studies and projections made by the Madras Area Traffic Study Unit (MATSU) of the State Government were for the year 1990. On the basis of these the MTT had identified two corridors on which further investigations for a mass rapid transit lines were recommended.

A preliminary report had been prepared by the MTP Organisation in 1973 which has brought out the need for reviewing the traffic figures projected by the MATSU.

The MATSU is also finalising its report on the comprehensive Traffic and Transportation Plan for the Madras Metropolitan area, the first volume having been issued in February, 1974. It had also brought out another report on the traffic forecasts for the year 1981 in order to assess the need for taking up any rapid transit project in the Fifth Plan period and has recommended that the North-South (Eastern) Corridor only would need a rapid transit system in the early 1980's.

However, the MTT is examining in consultation with the State Government, the feasibility of achieving the developmental targets fixed for 1981, on which the traffic forecast had been based. The assessment of 1981 traffic has been considered to be high from other consideration also and it has been decided by the Planning Commission to examine the position as soon as possible.

Pending these examinations, the techno-economic feasibility studies on the North-South (Eastern) Corridor have been taken up by the MTP Organisation. The final report would be prepared as soon as the final traffic figures are determined.

Suburban railway system is already operating in the northern half of the North-South (Eastern) Corridor and also on two other main traffic corridors identified by the MATSU. After the Broad Gauge Suburban rail system is electrified the capacity of these

corridors would increase significantly. The MTT has opined that optimisation of the existing mass transport systems would be able to meet the traffic needs of these corridors.

In the Fifth Plan a provision of Rs. 200 crores have been made for implementation of the mass transit schemes as had been or would be justified in the cities of Calcutta, Bombay, Delhi and Madras.

[Ministry of Rlys. (Railway Board) O.M. No. 73-B(RCC)—4221
dated the 11th July, 1974]

Recommendation (Serial No. 21, Para No. 2.54)

The Committee have already suggested various measures to expedite the construction of over and under-bridges in Paragraphs 3.51 to 3.56 of their First Report on "Accounting Matters". They hope that with the implementation of the various suggestions made by them, it would be possible to expedite the work of construction of under and over-bridges and remove bottlenecks in the smooth running of the trains.

Reply of Government

There are no new points beyond what is given by the Railway Convention Committee in Paras 3.51 to 3.56 of their First Report on "Accounting Matters". This may be noted.

[Ministry of Railways (Railway Board) O.M. No. 73-B(RCC)—
4226 dated the 19th April, 1974]

Comments of the Committee

The Committee have dealt with the matter in the Action Taken Report on Accounting Matters.

Recommendation (Serial No. 35, Para No. 4.31)

The Committee find that free residential card passes and concessional season tickets at 1/3rd of public rate, are issued to Railway Officers and employees at Bombay, Calcutta and Madras and that the number of such passes and concessional tickets in 1971 was over 1 lakh. The Committee suggest that while assessing the losses on 'Suburban Services' the cost of free residential card passes and concessional season tickets issued to the railway officers and employees at these places should also be taken into account before arriving at the figure of losses so as to present a correct picture of the operational results of these services.

Reply of Government

The recommendation made by the Committee is noted. It is, however, considered that it would not be appropriate to deduct the

monetary value of the free residential card passes and concessional season tickets issued to Railway officers and employees in the metropolitan cities of Bombay, Calcutta and Madras, from the figure of losses on Suburban Services, since such computation of the monetary equivalent of the concessions granted can only be of a notional value and cannot be equated to real earnings. Instructions are, nevertheless, being issued to Railway Administrations to work out the monetary value of the free card passes and concessional tickets issued during 1972-73 to the Railway employees. This information will be furnished to the Convention Committee.

[Ministry of Railways (Railway Board) O.M. No. 73-B(RCC)—4226 dated the 19th April, 1974]

Further information called for by the Committee

Please indicate the monetary value of free card passes and concessional tickets issued during 1972-73 to the railway employees.

[LSS O.M. No. 1/4/73-RCC, dated 11-6-1974]

Reply of Government

Information is being collected from the Railway Administrations.

[Ministry of Rlys. (Railway Board) O.M. No. 73-B(RCC)—4221 dated the 11th July, 1974]

Comments of the Committee

Please see Chapter I for comments.

Recommendation (Serial No. 45, Para No. 6.20)

The Committee note that the Metropolitan Transport Organisations at Delhi and Madras were set up by the Railways in July, 1971 only. They deplore the delay in undertaking techno-economic feasibility studies for Mass Transport Systems in these metropolitan cities. The Committee would urge the Government to expedite the techno-economic feasibility studies for Delhi and Madras so that the traffic problems of these cities could also be taken up for solution at an early date to provide relief to the commuters in these cities.

Reply of Government

It is only in 1969 that the Railways undertook the responsibility of surveys and construction of Metropolitan Transport Projects in the cities of Calcutta, Bombay, Delhi and Madras at the instance of the Planning Commission and in the absence of any other suitable agency in the country to do this job.

2. Preparation of the traffic and transportation plans, based on the comprehensive traffic and transportation surveys to be conducted by the respective State traffic cells for the respective cities,

are to precede before the Railways' M.T.P. Organisations are set up for conducting techno-economic feasibility studies of a mass rapid transit system in the cities. Such traffic surveys for Delhi and Madras were completed by the respective concerned State Agencies for Delhi and Madras in 1971. Consequent to this, Railways set up their M.T.P. Organisations for conducting techno-economic feasibility studies in the cities of Delhi and Madras in July, 1971, even though the recommendations of the traffic corridors from the Metropolitan Transport Team (M.T.T.) of the Planning Commission were not received till then.

3. It is expected that the studies now in progress by M.T.P. Organisations in Delhi and Madras will be completed in 1973.

[Ministry of Railways (Railway Board) O.M. No. 73-B(RCC)—
4226 dated the 19th April, 1974.]

CHAPTER IV

RECOMMENDATIONS IN RESPECT OF WHICH GOVERNMENT'S REPLIES HAVE NOT BEEN ACCEPTED BY THE COMMITTEE

Recommendation (Serial No. 3, Para 1.29)

The Committee further consider that the problem of providing suburban inter-city transport services between cities having a population of 10 lakhs and over and neighbouring towns is equally serious and needs to be tackled on an urgent basis as the absence of cheap, swift and sure means of transport from outlying towns to places of work in the bigger cities tends to force the working population to settle in these cities and create slum conditions and unhealthy environments etc., apart from causing serious strain on social utility services like water, electricity, housing, transport etc., in these already over saturated cities. The Committee feel that a comprehensive integrated plan, on long term and short term basis, should be prepared by Government in consultation with the State Government not only to arrest the drifting of population to central areas in metropolitan cities but also to disperse the existing population from these big cities and to attract them to settle in satellite and ring towns where proper arrangements should be made for their housing, sanitation, water supply, educational facilities for children etc. These plans can be successful only if adequate provision of mass transport is made from such towns and suburban areas to the metropolitan cities and back.

The plans for the metropolitan cities and the peripheral towns have to be integrated for this purpose. The intension is that persons working in bigger cities, particularly those with low incomes, can commute to their places of work and go back to the smaller towns where proper housing and healthy environments, sanitation, sewerage, educational facilities for children etc., may be provided to them. The object should be to keep the population in the bigger cities within the specified limits. The optimum size of these cities may be fixed by Government taking into account the prospects of providing necessary social services like water, electricity, transport etc., for them at reasonable costs. It is well known that the big cities are outgrowing their physical boundaries and have become oversaturated with population. Moreover, the social and economic costs of providing utilities and services to large populations in these cities are becoming prohibitive. The above objects can be fulfilled only by developing the satellite towns and providing swift, cheap

and sure means of transport between metropolitan cities and the satellite towns. The Committee trust that the problems confronted in Bombay, Calcutta, Madras and Delhi etc., would provide proper lessons to the planners to prepare such integrated perspective plans in respect of all big metropolitan centres having a population of 5—10 lakhs and above. As provision of quick and cheap transport to link the satellite towns with metropolitan cities is one of the key factors to the solution of this problem, the Committee have no doubt that the Railways with their infra-structure and long past experience in providing inter-city suburban services would play a dominant part in this regard and would provide the necessary swift and sure suburban rail transport at reasonable cost at all these centres.

Reply of Government

The observations of the Committee are noted. So far as the Railways are concerned, the railway development programmes for the 5th Plan as envisaged at present include provision for metropolitan transport projects for metropolitan cities including surveys, investigation etc. for the cities of Calcutta, Bombay, Delhi and Madras. Subject to the availability of funds, studies are also proposed to be initiated in respect of 5 other major cities of Ahmedabad, Bangalore, Hyderabad, Kanpur and Pune. The Planning Commission is also considering development of roads and road transport services in the major cities as part of the States 5 Year Plan.

[Ministry of Railways (Railway Board) O.M. No. 73-B(RCC)—4226 dated the 19th April, 1974].

Further information called for by the Committee

Please furnish the precise nature and details of the development programmes envisaged in the Fifth Plan and the names of towns with a population of 10 lakhs or more.

Please indicate the concrete action taken to assess and plan for mass transportation requirements of cities with a population of 10 lakhs and more and State Capitals.

[LSS O.M. No. 1/4/73-RCC dt. 11-6-74]

Reply of Government

As per the Census Report, 1971, the following cities with their urban agglomeration have a population of ten lakhs or more:—

- | | |
|--------------|---------------|
| 1. Bombay | 6. Ahmedabad. |
| 2. Calcutta | 7. Bangalore |
| 3. Delhi | 8. Kanpur |
| 4. Madras | 9. Pune |
| 5. Hyderabad | |

2. Formulation of integrated plans to meet the transportation requirements of all the above mentioned cities is being done by the M.T.T. under the Planning Commission. The integrated plans would have to provide for both rail and road transportation and, therefore, Railways Plan would form only a part of the overall Plan.

3. As the V Plan has not been so far finalised, the precise nature and details of development programmes for cities with population of 10 lakhs or more cannot be indicated. However, tentatively, a provision of Rs. 200 crores is being made for Metropolitan Transport Projects including Rs. 5 crores for conducting Traffic Studies in Bangalore, Kanpur, Ahmedabad, Hyderabad and Pune.

4. In Calcutta, the construction of Dum-Dum-Tolly Ganj underground line is already in progress. In Bombay the provision of VI Corridor consisting of an additional pair of lines between Goregaon and Bandra on the Western Railway, Bhandup and Kurla on the Central Railway and a new line connecting Ravli Junction and Fort Market, is at the stage of final location survey. Studies for optimisation of existing suburban services on Central and Western Railways in Bombay area have been completed. In case of Madras and Delhi, techno-economic feasibility Studies for providing rapid transit systems are in progress. The Metropolitan Transport Team of the Planning Commission has also initiated action with the State Governments for Traffic Studies to assess the transportation requirements of Hyderabad, Bangalore, Kanpur, Ahmedabad, and Pune.

5. As far as Railways are concerned, proposals are under consideration to provide suburban electric trains on the following sections:—

- | | |
|--------------------------|--|
| (i) Madras-Trivellore | } after completion of electrification. |
| (ii) Madras-Commudipundi | |
| (iii) Delhi-Ghaziabad | |
| (iv) Panskura-Haldia | |
| (v) Pune-Lonavala | |

6. The final decision would, however, depend upon the availability of funds.

[Ministry of Railways (Railway Board) O.M. No. 73-B(RCC)—4221
dated the 26th July, 1974]

Comments of the Committee

Please see Chapter I for comments.

Recommendation (No. 4, Para 1.30)

The Committee note that Railways have suggested to the Planning Commission and the Finance Ministry that investment on any future extension of suburban services should be free from dividend liability and that the operating losses on such services should be borne by some other authority and not by the Railways. The Committee have already stressed the need for expeditious preparation of integrated plans for provision of suburban services etc. in consultation with the State Governments. They urge that the question of financing these services and the authority to manage the same should be decided at the earliest so that there is no delay in the provision of these services in all metropolitan cities, the absence of which is creating numerous problems.

Reply of Government

The policy issues relating to making suitable financial and administrative arrangements for operation of rapid transit system/suburban services in the 5th Five Year Plan is under consideration with the Planning Commission. The Planning Commission has also held some discussions with the representatives of the West Bengal Government and the Central Ministries concerned to evolve an agreed approach. In order to take a definite view on the issues involved the matter is proposed to be considered further by the Planning Commission.

[Ministry of Railways (Railway Board) O.M. No. 73-(RCC)—4226
dated the 17th April, 1974]

Comments of the Committee

Please see Chapter I for comments.

Recommendations (S. Nos. 6, 9 and 24, Para Nos. 2.5, 2.13 and 3.17 respectively)

The Committee note that during the 20 years from 1950-51 to 1970-71 while the suburban traffic increased by 292 per cent at Bombay, 333 per cent at Calcutta and 246 per cent at Madras, the number of trains has increased only by 167 per cent at Bombay, 220 per cent at Calcutta and 124 per cent at Madras during the same period. It is regrettable that the addition to train services in these cities has not been in proportion to the increase in suburban traffic resulting in the deterioration of travel conditions of suburban passengers in these cities.

The Committee urge that pending the introduction of Rapid Transit Systems in these metropolitan cities which is bound to take a long time, the Railways should take crash measures to bring

about improvements in the existing suburban facilities in these cities to ameliorate the travelling conditions of the suburban passengers. Concerted efforts should also be made by Railway to reduce losses in suburban services.

The Committee regret to note, that there is heavy overcrowding in suburban trains in Bombay, Calcutta and Madras particularly during peak hours. They note the studies have been undertaken for providing Mass Transit System in these cities and that Mass Transit System for Calcutta has already been sanctioned. The Committee are aware of the limitations in increasing the trains services and reducing headways of the suburban trains in these cities. In the earlier chapter they have urged the railways to take effective measures to provide more suburban services for carrying suburban traffic to the extent possible.

Reply of Government

The real index of services provided to passengers is Vehicle Kilometres and not Train Kilometres because longer trains provide greater service. Even Vehicle Kilometres fail to indicate correctly the quantum of service, because an EMU Coach does accommodate more passengers than a Conventional Coach and an EMU coach of new design may accommodate more passengers than one of old design.

In spite of these limitations, a comparison is presented below of Vehicle Kilometres in Bombay and Madras (MG) areas which have been working on EMU since 1950-51:—

Year	BOMBAY			MADRAS		
	All Suburban Passengers originating (Index)	EMU Passengers carried (Index)	EMU Veh. Km. (Index)	All Suburban Passengers originating (Index)	EMU Passengers carried (MG) (Index)	EMU Veh. Km. (MG) (Index)
1950-51	290.9 M (100)	307.3 M (100)	52.7 M (100)	40.1 M (100)	30.7 M (100)	6.8 M (100)
1972-73	967.4 M (332.5)	1064.8 M (348.4)	122.2 M (398.0)	122.9 M (306.0)	97.9 M (318.5)	172.9 M (353.0)

2.1. In Calcutta area, where electrification in Howrah and Seal-dah areas was completed in 1966, the increase in EMU Vehicle Kilometres has been as under:—

Year	All Suburban Passengers originating (Index)	EMU Passengers carried (Index)	EMU Vehicle Km. (excluding Push & Pull) (Index)
1966-67	231.6 M (100)	102.5 M (100)	23.3 M (100)
1972-73	263.2 M (113.6)	214.2 M (208.9)	63.2 M* (299.2)

*Some of it is in replacement of Conventional Coach train.

2.2. On S.E. Railway, the electrification was completed in 1968. The figures for 1969-70 and 1972-73 are given below:—

Year	Passengers originating (Index)	EMU Passengers carried (Index)	EMU Vehicle Km. (Index)
1969-70 . .	29.5 M (100)	16.4 M (100)	12.0 M (100)
1972-73 . .	30.9 M (147.2)	29.7 M (181.5)	14.7 M (122.5)

It will be seen that the Railways have been endeavouring their best to augment the services so as to cope with the increase in suburban traffic in these cities.

This is not to underestimate the problem of overcrowding of suburban passenger trains, which is true even of developed countries, leave alone developing countries like ours.

Besides, the suburban trains incur an annual loss of Rs. 11.55 crores mainly because a suburban season ticket holder pays only the equivalent of 9 to 15 single journey fares for performing about 50 journeys in a month. The only way to reduce the loss of suburban services is to withdraw the concessions or to increase the fares corresponding to the increase in the cost of operation. But this is not considered desirable in the overall social interest.

The suburban services being a losing proposition it is not possible to continue to extend suburban services irrespective of their effect on the railway finances. Already the upper limit has been almost reached; and unless measures like introduction of rapid

transit system, financed quite independently of the railways, are taken, no material relief is possible. Already surveys for rapid transit system have been undertaken in Calcutta, Delhi, Bombay and Madras, as the Committee has itself observed. Also construction work had been sanctioned for Calcutta.

Also in hand are the surveys for optimisation of the suburban services in Bombay area both of Central and Western Railway. It will be the constant endeavour of the railways to maximise suburban services within the overall parameters of railway finance and the total national resources.

[Ministry of Railways (Railway Board) O.M. No. 73-B(RCC)—4226 dated the 19th April, 1974].

Further information called for by the Committee

Please indicate the results of the surveys and the action taken in pursuance thereof to optimise the suburban services in Bombay.

[LSS O.M. No. 1/4/73-RCC dt. 11-6-74]

Reply of Government

The Reports of the Survey Teams of the Central and Western Railways on optimisation of suburban services in Bombay have been received. For the Central Railway the Report has suggested gradual reduction of the prevailing headway of over 6 minutes to 5 minutes in the first phase. 4 minutes in the second phase and 3 minutes in the last phase. The Western Railway Report has suggested gradual reduction of headway from 4 minutes after Churchgate-Grant Road quadrupling to 3 minutes in the first stage and 2½ minutes in the Second stage on each corridor. The reduction of headway will involve resignalling of present lines, increasing the electric overhead and substation capacities, provision of additional car shed facilities for additional Electric Multiple Units, etc. The reports are under examination.

The approximate cost including rolling stock of optimisation schemes as estimated by the Survey Reports is Rs. 113 crores in the case of Central Railway and Rs. 55.7 crores in the case of Western Railway, excluding Churchgate Grant Road Quadrupling. The costs are likely to increase substantially due to increase in prices.

The execution of the optimisation schemes beyond the 1st phase on the Central Railway and beyond Churchgate-Grant Road quadrupling on the Western Railway is likely to seriously interfere with traffic, reducing the capacity during the period of construction.

A decision regarding the execution of these schemes involving appropriate phasing in the context of Metropolitan Transport Project Schemes and suitable financial arrangements will be taken in consultation with the Planning Commission and the Ministry of Finance.

[Ministry of Rlys. (Railway Board) O.M. No. 73-B(RCC)—4221
dated the 26th July, 1974.]

Comments of the Committee

Please see Chapter I for comments.

Recommendation (No. 7, Para 2.11)

The Committee regret to observe that the additions and improvements in suburban services made by the Railways, have not been adequate to meet the demands of suburban traffic. The growth in the suburban traffic has greatly outstripped whatever improvements and additional facilities have been provided so far by the Railways. It seems to the Committee that the problems of suburban traffic did not receive the attention that they deserved as the Railways considered it to be a losing activity. This is unfortunate. In the opinion of the Committee, the provision of adequate suburban services in the interest of planned development of metropolitan cities, should have received serious attention of the Government from the very First Plan so that integrated plans for the development of these essential transport services, were drawn up and implemented by Government in consultation with Planning Commission, State Governments and all others concerned.

Reply of Government

It does not appear correct to conclude that the problems of suburban traffic did not receive the attention that they deserved as the Railways considered it to be a losing activity. It will be seen that the number of suburban services run at Bombay and Calcutta went up from 741 and 163 respectively in 1950-51 to 1169 and 314 respectively at the commencement of the 4th Plan. Apart from the increase in the number, the seating capacity of these coaches has also been substantially increased thereby providing additional suburban seats. It is, however, true that due to the limited financial resources, the improvements and additional services fell short for the heavy growth of suburban traffic. The shortfall in the production of EMU coaches also contributed towards slower growth of suburban services.

Subject to the availability of necessary funds and final decision on allied issues such as bearing of the financial losses, administrative

control, etc. the Railways will continue to play their part in solving the acute problem of suburban transport.

[Ministry of Railways (Railway Board) O.M. No. 73-B(RCC)—
4226 dated the 19th April, 1974].

Comments of the Committee

Please see Chapter I for comments.

Recommendation (No. 10, para 2.19)

The Committee are constrained to observe that the terminal facilities at Bombay, Calcutta and Madras have not been adequate to cater to the needs of the passenger traffic and that it was only in February, 1971, that the Railway Board instructed the Zonal Railways to conduct necessary studies to optimise these facilities. They note that necessary surveys for improvement and augmenting these facilities are at various stages of progress. The Committee regret the delay in the undertaking of these studies by the Railways and feel that these should have been taken up at least a decade earlier, so that a perspective plan in this behalf was kept ready for implementation in the light of developments. The Committee cannot too strongly emphasize the urgency of providing adequate terminal facilities in these cities and recommend that the surveys already being undertaken in this regard should be expedited and necessary steps taken to provide these facilities at the earliest. As the stations where there is difficulty in providing improvements to the existing terminal facilities due to shortage of space etc., alternative terminals should be planned and constructed at suitable locations on top priority basis.

Reply of Government

The development of necessary terminal facilities has been a continuous process. The importance of developing all these facilities was brought to the notice of the Zonal Railways on several occasions in the past including the one in February, 1971. The impression that the Railway Board had instructed the Zonal Railways only in February, 1971 is therefore not correct. The observations of the Committee regarding expediting these studies and taking necessary steps to provide necessary terminal facilities at the earliest are noted.

[Ministry of Railways (Railway Board) O.M. No. 73-B(RCC)—
4226 dated the 19th April, 1974].

Further information called for by the Committee

Please indicate the concrete action taken or proposed to be taken in pursuance of Committee's observations.

(LSS O.M. No. 1/4/73-RCC dated 11-6-1974)

Reply of Government

The position is as follows:—

BOMBAY

The Survey Report covering expansion of terminal facilities at VT, Bombay, Dadar and Mazagaon has been received and a part of the work has been included in the Budget for 1974-75. The augmentation of facilities at Churchgate is now expected to be completed by the end of 1974. The proposal to provide a common terminal for Western and Central Railways at Dharavi has been dropped as after further consideration, it was not found to be operationally feasible. A Survey for remodelling of Bombay Central has been completed and the report is under finalisation.

CALCUTTA

The Survey Report for expansion of terminal facilities at Howrah has been received and Phase I of the scheme has been included in the Budget for 1974-75. The Techno-Economic Survey for studying the requirement of Terminal and other ancillary facilities on long term basis at Sealdah, etc., is in progress.

MADRAS

The Survey to assess the requirements of terminal facilities has been completed and as a first step provision has been made for acquisition of land in the Budget for 1974-75.

[Ministry of Railways (Railway Board) O.M. No. 73-B(RCC)—4221 dated the 26th July, 1974]

Comments of the Committee

Please see Chapter I for comments.

Recommendation. (No. 11, Para 2.20)

The Committee further recommend that a survey of the transport facilities at all the metropolitan cities for meeting the requirements of suburban traffic, having a population of 10 lakhs and over, should be undertaken by the Railways and integrated pers- over, should be undertaken by the Railways and integrated pers- tation with Planning Commission, State Governments and local

authorities to avoid the problems that have arisen at Bombay and Calcutta. These long term plans which should include land requirements for developing these facilities should be broken up into Five Year Plans and Annual Plans. Close watch should be kept to ensure the implementation of these plans in time.

Reply of Government

The observations of the Committee are noted. Subject to the availability of funds the scope of the studies being conducted at Bombay, Calcutta, Delhi and Madras will be extended to other metropolitan cities having a population of 10 lakhs and over. Necessary further steps will be taken on completion of these studies.

[Ministry of Railways (Railway Board) O.M. No. 73-B(RCC)—
4226 dated the 19th April, 1974].

Comments of the Committee

Please see Chapter I for Comments.

Recommendation No. 26, Para No. 3.19)

The Committee note that at present two classes of travel—first and third—are provided on suburban trains in the three cities of Bombay, Calcutta and Madras. They find that out of a total of 24 lakh daily suburban passengers in Bombay, Calcutta and Madras during 1970-71, about 23 lakh are third class* passengers. The Committee feel that suburban travel, which is for short duration, and is mostly utilised by third class passengers, should be mass-oriented and should provide one class of travel only. Apart from marginal increase in capacity in the suburban trains the abolition of first class travel, would also result in less expenditure on construction and maintenance of first class coaches on these trains.

Reply of Government

It may be appreciated that the occupation level of First class coaches on the suburban services is comparable to that of the Third* class coaches and their conversion into third* class coaches would not result in the physical availability of extra accommodation. On the other hand, the abolition of first class travel is likely to cause loss of revenue to the Railways, because first class fares are about three times higher than third class fares.

[Ministry of Railways (Railway Board) O.M. No. 73-B(RCC)—
4226 dated the 19th April, 1974].

*Now Second class.

Further information called for by the Committee

Please indicate if the periodic census of occupation of suburban trains is taken and if so, when such a census was last taken and what were the findings thereof. (ii) Please also furnish similar data of occupation of 3rd Class suburban coaches to enable a comparison in the state of over-crowding in both these coaches. (iii) Please also indicate the extent of financial loss that the Railways might incur if first class is withdrawn from suburban services.

Reply of Government

An assessment of the occupation of suburban trains was recently made by the Central and Southern Railways.

The assessment on the Central Railway showed that during the peak hours out of 676 trains on the various suburban sections, 571 trains were over-crowded. As against the average seating plus standing capacity of 1786 persons per 9-car rake, occupation of 298 trains was 3,000 passengers per train and occupation of 273 trains was about 2,000 to 3,000 passengers per train. Figures for first class and second class have, however, not been compiled by the Railway separately. They have been asked to do so now.

The assessment on the Southern Railway showed the following percentage of occupation:

	Peak Hours		Non Peak Hours	
	1st class	2nd Class (old III)	1st Class	2nd Class (old III)
Madras-Trivellore	129%	260%	30%	110%
Madras-Gummudipundi	83%	209%	43%	105%
Madras-Tambaram	110%	371%	33%	105%

The information in respect of Calcutta area and the Western Railway portion of Bombay area is being ascertained from the concerned railways.

As regards the likely extent of financial loss if I Class is withdrawn from suburban services, this is being assessed in consultation with the concerned Zonal Railway Administrations.

[Ministry of Railways (Railway Board) O.M. No. 73-B(RCC)—dated the 26th July, 1974]

Comments of the Committee

Please see Chapter I for comments.

Recommendation (S. No. 27, Para No. 3.20)

The Committee need hardly point out that while introducing one uniform class on suburban trains, due care should be exercised to see that ladies and children under 12, are provided adequate accommodation by continuing to earmark separate compartments for them.

Reply of Government

As regards the provision of one uniform class of travel in suburban trains, attention is invited to the Government's reply against recommendation No. 26.

As regards adequacy of accommodation for lady passengers in suburban trains, instructions already exist to earmark at least one compartment in third class for exclusive use of lady passengers on every train. Where the demand for such accommodation is greater, more than one compartment is provided for them. Children under 12 years are permitted to travel in compartments earmarked for ladies.

....

[Ministry of Railways (Railway Board) O.M. No. 73-B(RCC)—
4226 dated the 19th April, 1974].

Comments of the Committee

Please see Chapter I for comments.

Recommendation (S. No. 38, Para No. 5.21)

The Committee find that at present the suburban season tickets issued to suburban travellers contain the signature of the holder. As it is very difficult to check the signatures of suburban travellers particularly during peak hours, the Committee recommend that photographs of the season ticket holders should be affixed to the season tickets which would facilitate checking and would eliminate misuse of suburban season tickets. The affixing of photographs should be so arranged that the same photograph could be used on season tickets for a year at least.

..

Reply of Government

The recommendation of the Committee has been carefully considered after obtaining the views of all those Zonal Railways who have considerable suburban traffic. The Railways in their turn have consulted their Users' Associations and the representatives of Passengers Associations etc. *The cost of a photograph is almost equal to the cost of a season ticket.* The photograph has to be affixed to the pass and has to containing the signature of the person, with the

official seal of the office issuing photograph. There is no chance of the photograph being used again for a subsequent season ticket. All the Railways have replied that there is considerable resistance on the part of travelling public to incur re-curring additional expenditure on account of photographs. With these constraints, it is difficult to accept the recommendation.

[Ministry of Railways (Railway Board) O.M. No. 73-B(RCC)—
4226 dated the 19th April, 1974].

Comments of the Committee

Please see Chapter I for comments.

Recommendation (S. No. 39, Para No. 6.14)

The Committee have already Commented upon the delay in undertaking a detailed study of the traffic and transport requirements of metropolitan cities by Government which initiated these studies in 1965 only. Long range transport planning for metropolitan regions requires comprehensive studies and collection of data regarding traffic flows etc. The Committee deplore that these studies were not undertaken by Government till the traffic situation in the metropolitan cities, particularly Calcutta and Bombay had reached a critical stage and had created serious problems in the implementation of long range comprehensive transportation plans. The Committee have stressed that integrated plans for the development of adequate suburban services in the metropolitan cities should have been prepared and implemented by the Government from the very first plan.

Reply of Government

The State Governments and local administration concerned are primarily responsible for preparation and programming the Master Plans for development of metropolitan areas. The directive and objectives in this regard have been enunciated in the third five year plan.

The Metropolitan Transport problems require an integrated solution involving land use planning, road system development, traffic control measures, improvement of existing modes of transport and evolution of new rapid transit system for the public. Integrated Metropolitan Traffic Studies were initiated in the 1960's under the aegis of special team under the Planning Commission of the Government of India, in the Metropolitan cities of Calcutta, Bombay, Delhi and Madras with a view to formulating comprehensive traffic and transportation plan for each of these cities and expert organisation under the State Governments were responsible for these traffic studies.

Suburban Railway expansion schemes in the urban area of Calcutta and Bombay had been thought of as a result of such comprehensive transportation plans which started only in the third plan period and not earlier to that.

Railways undertook the responsibility of surveys and construction of M.T. Project in the cities of Bombay Calcutta, Delhi and Madras in the Fourth Plan. These projects will evolve the traffic solutions for these metropolitan cities thereby assigning the role to each mode of transport for public carriage. The M.T. Projects are essentially to cater to the needs of intra-urban traffic situation which are not the concern of the main line Railways. Also, in view of the financial burden even on the existing suburban system, the Railways are not in a position to undertake any large scale expansion of the existing suburban system or introduce the suburban system in the metropolitan cities like Delhi etc. where it does not exist at present. However, Railways have already made the following important suggestion in the context of Bombay, to the Planning Commission and Ministry of Finance in case the existing suburban system is required to be expended on a large scale or introduced afresh in the metropolitan cities as a part of the total solution of the transport needs in these cities to serve the purpose of intra-urban traffic.

- (i) Fund for such scheme should be made available outside the Railway's plan.
- (ii) There should be no interest/dividend liability on investment *vide* (i) above.
- (iii) The operating losses if any arising out of such scheme should not be a burden on the Railways' finances.

Alternatively, the Railway losses on suburban system may be pegged down to the level of 1971-72 or 1972-73. Subsequent losses in excess of this amount not be burden on the Railway's finance.

No decision have yet been reached with regard to the above suggestions of the Railways and in the absence of this railways are not in a position either to undertake any large-scale expansion of existing suburban service in the metropolitan cities or extend the suburban services in other cities where it does not exist at present.

[Ministry of Railways (Railway Board) O.M. No. 73-B(RCC)—
dated the 19th April, 1974].

- Comments of the Committee

Please see Chapter I for Comments.

Recommendation (S. No. 46, Para 6.21)

The Committee would like to point out that population of Delhi which is the Capital of the country, has grown at a phenomenal rate since Independence. There is an urgent need to provide efficient, dependable and cheap transport for the growing population of Delhi and the large number of passengers who commute daily to the city. The Committee consider that the suburban transport in Delhi should provide a model for other metropolitan cities in the country. It is a happy feature that for the planned development of this city, Government have already set up the Delhi Development Authority which has vast lands at its disposal. There would therefore be no difficulty in meeting the land requirements for the Metropolitan Rapid Transit System here. The Committee recommend that perspective plan for the development of the suburban transport at Delhi for the next 20 to 25 years should be prepared so as to avoid congestion in the central area of Delhi. This plan should include the development of the satellite towns around Delhi and should be implemented in stages according to a phased programme.

Reply of Government

Railways' Metropolitan Transport Project Organisation, set up in Delhi in July 1971, has been entrusted with the responsibility of conducting techno-economic feasibility studies of a mass rapid transit system in Delhi along with the studies of suburban traffic. The studies by the M.T.P. Organisation will determine the long range traffic requirements for evolving a solution to the traffic problem for the future.

2. It may be mentioned that suburban system, like Bombay and Calcutta, does not exist in and around Delhi so far. In view of the difficult financial position, Railways have been reluctant to undertake any large scale expansion of the existing suburban system or introduction of a new suburban system in cities like Delhi where it does not exist at present. However, in the case of Bombay, Railway Board have already put forward a proposal to the Planning Commission and Ministry of Finance for seeking the following financial arrangements for expansion of the suburban system as a part of the total transport solutions to serve the purpose of intra-urban traffic movements:—

- (i) Funds for such scheme should be made available outside the Railway's Plan.
- (ii) There should be no interest/dividend liability on investment *vide* (i) above.
- (iii) The losses, if any, arising out of such schemes, should not be a burden on the Railway's finances.

Alternatively the Railways' losses on the entire suburban system may be pegged down to the level of 1971-72 or 1972-73. Subsequently losses in excess of this amount should not be a burden on the Railway's finance. The above views of the Railway Board would cover the introduction of suburban system in new cities like Delhi also.

3. No decisions have yet been reached with regard to the above suggestions of the Railway Board and in the absence of this, Railways are not in a position to introduce fresh suburban system in and around Delhi or any other city.

[Ministry of Railways (Railway Board) O.M. No. 73-B(RCC)—
4226 dated the 19th April, 1974].

Comments of the Committee

Please see Chapter I for Comments.

Recommendation (S. No. 55, Para No. 6.52)

The Committee note that the construction of the Rapid Transit Systems in the country has been entrusted to the Railways but the question of the administrative authority for managing the system and the manner of financing it, has not yet been decided by Government. The Committee further note that as an *ad hoc* measure funds for the Rapid Transit System have been provided in the 4th Five Year Plan, outside the Railway plan and that no dividend liability would accrue during the period of construction of these projects and first five years thereafter. The Committee deplore the delay in taking a decision in this important matter which is pending with the Government since January, 1970. The Committee realise that the whole matter regarding the financing and management of the metropolitan transport systems is a sensitive subject and would require consultations and coordination with the State Governments and other agencies. The Committee understand that such systems are worked by separate organisations in other countries. They also note that the Administrative Reforms Commission had also recommended for the creation of a separate transport authority for the purpose. The Committee have no doubt that before a decision is taken in this matter, the working of the organisations managing such systems in foreign countries, would be studied by Government. The Committee consider the Rapid Transit Systems to be an essential service for the benefit of common man, particularly the workers. The Committee urge that Government should take a decision in this matter without further loss of time in consultation with State Governments, local authorities etc., so that necessary authority to manage the systems, may be organised on proper lines and associated with these projects during the period of their construction. What the Committee would like to stress is that there is need for a most efficient organisation to manage these systems which should provide suburban travel to the common man

at the most competitive rates. It should also be ensured that the overhead expenses of this organisation are kept to the minimum in the interest of efficiency and economy.

Reply of Government

Consequent to the consideration in March, 1972 of the Project Report on Dum Dum—Tollyganj line of M.T.P. Calcutta the Government has decided as under in regard to the financial arrangement and the setting up of metropolitan Transport authority of this project:—

- (i) That separate plan allocation should be made to the Railways for this Project till a separate authority is constituted. Till such time, the Railways would maintain separate accounts for the construction and operation of the project. The Planning Commission will discuss with the concerned authorities including the Government of West Bengal and advise at an early date on the method of financing the capital cost of the Project and also manner in which losses if any in following the same system will be shared.
- (ii) That the possibility of setting up a separate metropolitan transport authority for Calcutta be investigated. The Planning Commission will initiate discussion with the State Government and the Ministry of Finance, Ministry of Railways, Ministry of Transport & Shipping & Ministry of Works and Housing (Urban Development) with a view to reach a consensus about the composition and other organisational aspects, the functions and responsibility of this authority, its relationship with the State Government and the Central Ministry responsible for the coordination of metropolitan transport for various cities.

2. As a follow-up of the above decisions Planning Commission had held a number of meetings with the West Bengal State Government and the concerned Ministries of the Central Government. The matter is proposed to be considered further and it is hoped that a definite view on the issues involved will be taken as soon as possible.

[Ministry of Railways (Railway Board) O.M. No. 73-B(RCC)—
4226 dated the 19th April, 1974]

Comments of the Committee

Please see Chapter I for Comments.

NEW DELHI;
September 6, 1974
Bhadra 15, 1896 (S)

B. S. MURTHY,
Chairman
Railway Convention Committee.

APPENDIX

(Vide Para 4 of Introduction)

Analysis of the action taken by Government on the recommendations contained in the Second Report of the Railway Convention Committee, 1971

I.	Total number of recommendations	55
II.	Recommendations which have been accepted by Government (<i>vide</i> recommendations at Sl. Nos. 1, 2, 5, 12—20, 22, 23, 25, 28, 28—34, 34, 36, 37, 40—44 and 47—54).	
	Number	37
	Percentage to Total	67·3%
III.	Recommendations which the Committee do not desire to pursue in view of the Government's reply (<i>vide</i> recommendations at Sl. Nos. 8, 21, 35 and 45).	
	Number	4
	Percentage to total	7·3%
IV.	Recommendations in respect of which replies of Government have not been accepted by the Committee (<i>vide</i> recommendations at Sl. Nos. 3, 4, 6, 7, 9, 10, 11, 24, 26, 27, 38, 39, 46 & 55).	
	Number	14
	Percentage to total	25·4%