

SECOND REPORT
STANDING COMMITTEE ON
RAILWAYS
(1993-94)

(TENTH LOK SABHA)

MINISTRY OF RAILWAYS

(RAILWAY BOARD)

(i) DOUBLING OF RAILWAY LINES

(ii) METRO RAILWAY PROJECT IN CALCUTTA

Presented to Lok Sabha on 29 July, 1993

Laid in Rajya Sabha on 29 July, 1993



LOK SABHA SECRETARIAT
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COMPOSITION OF THE STANDING COMMITTEE ON RAILWAYS
(1993-94)

CHAIRMAN
Shri Somnath Chatterjee

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2. Shri Harilal Nanji Patel
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4. Shri G. Madegowda
5. Smt. Santosh Chowdhary
6. Kumari Frida Topno
7. Shri Dileep Singh Bhuria
8. Dr. Kartikeswar Patra
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- *26. Shri Basudeb Acharia
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28. Shri S.S.R. Rajendra Kumar
29. Shri Moreshwar Save
30. Shri P.C. Thomas
31. Shri S.S. Ahluwalia
32. Shri V. Rajan Chellappa
33. Shri V. Gopalswamy
34. Shri Shamim Hashmi
35. Shri Mohinder Singh Kalyan
36. Shrimati Sarala Maheshwari

*Nominated w.e.f. 3 May, 1993 vice Shri T.J. Anjalose resigned.

(iv)

37. Shri Radhakishan Malaviya
38. Shri Sarada Mohanty
- **39. Vacant
40. Shri Satish Pradhan
41. Shri O. Rajagopal
42. Shri Kailash Narain Sarang
43. Shri Abdul Samad Siddiqui

SECRETARIAT

1. Shri G.L.Batra —*Additional Secretary*
2. Shri R.K. Chatterjee—*Deputy Secretary*
3. Shri T.D. Dhingra —*Under Secretary*

INTRODUCTION

I, the Chairman of Standing Committee on Railways having been authorised by the Committee to submit the Report on their behalf, present their Second Report on the Ministry of Railways (Railway Board) relating to (i) Doubling of Railway lines; and (ii) Metro Railway in Calcutta.

2. As regards Doubling of Railway Lines, the Committee have noted that the Railways have not prepared any perspective plan for the doubling of railway lines and the doubling projects are not getting due priority in railway works programmes. As regards Metro Railway in Calcutta the Committee are of the opinion that the Ministry should have better coordination with Planning Commission, State Government and other concerned agencies for securing required funds and other infrastructure required for the completion of the project by 1995.

3. The Committee took oral evidence of the representatives of the Ministry of Railways on 25.6.1993.

4. The Committee wish to express their thanks to the Officers of the Ministry of Railways for furnishing the material and information which they desired in connection with the examination of the subject and sharing with the Committee their views concerning the matters which came up for discussion during evidence.

5. The Report was considered and adopted by the Standing Committee on Railways on 19.7.1993. For facility of reference, the recommendations/observations of the Committee have been printed in thick type.

NEW DELHI;
Dated the 23 July, 1993.

SOMNATH CHATTERJEE
*Chairman,
Standing Committee on Railways.*

REPORT

CHAPTER I

DOUBLING OF RAILWAY LINES

1.1 The Railway network has a total route length of 62,458.4 km. out of which 47,853.6 km. consists of single line and 14,047.7 km. has double lines and 557.1 kms. have multiple lines. Thus only 23% of railway track has double or multiple lines. Almost all the double/multiple track section lies on broad gauge.

1.2 Doubling of single line is necessary for augmenting the traffic carrying capacity of the existing railway network. Doubling of railway route is done as per requirement of traffic. Once a route is selected for doubling, doubling of the entire route is taken up in stages according to the forecast of traffic and availability of funds.

1.3 Railway give priority to long distance bulk freight movement because this traffic is most vital for proper functioning of essential infrastructure like Power, Steel, Cement, Fertiliser, Petroleum, Foodgrains etc. and these bulk commodities cannot be transported by any other mode of transport in the quantities required. Railways also give priority to the long distance passengers.

1.4 In the context of gauge conversion and availability of resources, the Committee have however been informed that rail track of total of 1400 kms., which were earlier identified for doubling at a cost of around Rs. 1500 crores could no longer be required to be doubled in view of planned gauge conversion programme on Indian Railways during Eighth Plan.

Doubling Works

1.5 Proposals for doubling are initiated by the Zonal Railways taking into account the traffic pattern and existing line capacity. Traffic projections are made for each five year plan by the Railways in consultation with the actual user sectors and the concerned Ministries. These projections are discussed and finalised in consultation with the Planning Commission. According to the Ministry of Railways (Railway Board) these traffic projections are considered realistic as they are made after active and intense interaction with the actual users and the Planning Commission.

1.6 The Committee have been informed during evidence by the representative of the Ministry of Railways that the Railways take up doubling of single line section when the existing utilisation of single line track reaches around 90 to 95% of the capacity utilisation.

1.7 Asked to explain if any perspective plan is prepared for doubling of railway tracks, the representatives of the Ministry of Railways informed the Committee during evidence that the doubling is the 'inhouse affair' of the Railways because the Railway lines are already there and once the capacity utilisation goes beyond a certain limit, the Railways have the instructions to approach the Railway Board and they have the regular annual exercise of works programme which they do in various phases. The witness added that the doubling of railway lines is so important for their existence and efficient running of their system that instead of doing any long term exercise they necessarily do it as an annual exercise.

1.8 According to the Ministry of Railways (Railway Board) the basis for deciding of doubling of any route is the need for movement of additional traffic, feasibility of providing an alternative route and the availability of funds. During evidence the Committee were informed that the priority is decided by the Member (Traffic). The witness also informed the Committee that although the Railway Board get demands from various Zonal Railways for doubling and it is the Traffic Directorate in the Board which finally decides which are the areas for which doubling was needed and the priority is decided by the Member (Traffic).

1.9 A list of doubling projects undertaken with their target date of completion, anticipated cost of completion, the total cost overrun and likely date of completion is given in the Annexure.

1.10 During evidence when it was pointed out that most of the projects have been delayed, the witness stated various reasons for delay such as allotment of priority for a particular project, delay in land acquisition and mainly the allotment of funds for completion of the project in a particular year.

1.11 In reply to a question by the committee relating into the doubling work proposed by the Railways during the works programme 1993-94 and those finally included in the budget for 1993-94, the Ministry of Railways furnished the following information:

Proposals by the Zonal Railway	Km.	Cost (Rs. in crs.)	Whether included in Budget 1993-94
Aspari-Adoni	20.17	20.49	No
Gudur-Vendodu & Srikalhasti-Gudur	42.33	47.18	No
Daund-Bhigwan	27.68	32.40	No
Wardha-Chitoda	6.08	5.17	No
Nishatpura A&B Cabin Gorakhpur Cantt. Sahjanwa	20.92	54.37	No
Karpurigram-Siho	26.16	23.61	Yes
Chandanpur-Saktigarh 3rd line	42.66	69.48	No

Proposals by the Zonal Railway	Km.	Cost (Rs. in crs.)	Whether included in Budget 1993-94
Jhaptardal-Bolpur	34.00	39.63	Yes Between Jhaptardal Guskara (15 km.)
Gajapatnagaram Vizianagaram	22.00	22.00	Yes
Rajatgarh-Nargundi	26.00	35.20	No

1.12 The Committee note that doubling of railway lines is being given low priority *vis-a-vis* other programme of Railways like gauge conversion. They also note that only 23% of the rail track has double/multiple lines and during the last 9 years from 1985-86 to 1993-94 only 1750 Kms. of railway line will be doubled. i.e. approximately 6% of the total track. The Committee were informed during evidence that doubling of railway lines is necessary for augmenting traffic capacity of the existing railway network as well as efficient running of their system.

1.13 The Committee were informed that the doubling of railway lines is their inhouse affair and it is important for their existence and efficient running of the system. They consider it so important that instead of doing any long term exercise they undertake it as an annual exercise for the purpose. The Committee regret to observe that doubling of railway lines is given very low priority by the Railway Ministry in their works programme. No perspective plan is prepared for doubling of railway lines, nor any specific fund is provided for in a plan period. Besides, most of the railway projects recommended for doubling by the Zonal Railways are not included in the annual Budget as will be evident from the annual Budget of 1993-94.

1.14 In the opinion of the Committee doubling of Railway lines is very important for quick and unhindered movement of Railway traffic and for its efficient functioning, and adequate priority should be given to doubling projects.

1.15 The Committee are unhappy to note that some of doubling projects which were included in the priority list have now been left out for want of requisite funds and also some projects have been given up due to gauge conversion. They would appreciate if the completion of these projects could get due priority as was originally envisaged. The Committee cannot appreciate how the gauge conversion will serve the purpose of doubling of the railway lines. They desire the Ministry of Railways to prepare a well thought out perspective plan for doubling of railway lines and once a track for doubling is decided it should be completed on schedule.

1.16 From the statement of works projects the Committee find that cost of many of the doubling projects have increased substantially due to delay in completion of these projects. Had the projects been completed in time and as per schedule, much of the expenditure could be saved.

1.17 The Committee are of the view that the completion of the approved schemes should be expedited and completed within the current plan and time bound programme should be fixed therefore. The Ministry should formulate a procedure for monitoring of the works at the appropriate level. Necessary funds should be provided for the completion of the approved schemes as well as for taking up new projects.

CHAPTER II

METRO RAILWAY PROJECT IN CALCUTTA

2.1 The Calcutta Metro Railway Project envisages of mass rapid transit system (MRTS) on Dum Dum Junction Tollyganj North-South corridor of this metropolis. The project comprises a total length of 16.45 Km. Out of this total length, two separate stretches viz. Dum Dum to Belgachia in the North (2.15 Km.) and Tollyganj to Esplanade in the South (7.65 Km.) totalling to 9.8 Km. have been completed and commissioned for traffic. The Ministry have stated that the work is presently in progress in the remaining 6.65 Km. length of the project between Esplanade and Belgachia and efforts are being made to commission the remaining length of the project by March, 1995.

2.2 the estimated cost of the project and expenditure incurred so far is:

Initial estimated cost (1970-71 price level)	140.00 crores
Revised estimated cost (1989-90 price level)	1330.84 crores
Expected completion cost (Approx.)	1467.00 crores
Expenditure incurred till 31.3.93	1071.85 crores

2.3 The Ministry have stated that a provision of Rs. 125.00 crores has been made for 1993-94 while the allocation required for 1993-94 is of the order of Rs. 200.00 crores.

2.4 The Ministry have given the following reasons for slow progress of the project:

- (i) Inadequate allocation of funds by the Planning Commission during the initial stages of the project; Only a sum of Rs. 35.1 crores was made available for this project upto the year 1977-78, the year it was to finish. In 6 years an average outlay of only Rs. 5.8 crores per year was made as against a required outlay of at least Rs. 30 crores per year if the original target date was to be achieved.
- (ii) Delay on the part of the State Government in handing over possession of plots of land required for construction of the project; 8 plots of land are yet to be made available by the State Government. Pressure on the State Government is being continued to get early possession of those plots which are under litigation in the Calcutta High Court, acquisition proceedings for the remaining plots are at various stage of progress.

- (iii) Traffic diversion problems especially on Chittaranjan Avenue which is a busy arterial road of Calcutta. Traffic blocks for metro construction work are often not made available by the local police in time.
- (iv) The maps of underground utilities supplied by the local authorities are not updated. As a result during excavation for the Metro, a number of uncharted utilities like water pipes, sewer lines, gas lines, telephone/electrical cables got detected which have to be diverted. This is holding up the smooth progress of the work.
- (v) Labour Problems: Problems between the contractor and his labour frequently crop up holding up the progress of the work. The construction work between Esplanade and Belgachia by the main civil engineering contractor, viz. M/s. HCC Limited remained suspended from 12.11.1990 to 29.4.1991 due to strike by the contractor's labour/lockout by the contractor. With the assistance of the State Government this labour problem was sorted out.

2.5 When the Committee enquired as to the extent of funds required for completion of the project the representatives of the Railway Board stated:

"Rs. 397 crores more are needed for the total completion of the metro railways and this year, we have got Rs. 125 crores. We ourselves have approached the Planning Commission that we need Rs. 200 crores because this year funds are specifically allocated by them. And it is the Ministry of Urban Development whose jurisdiction applies for metro railways; we are only executing the work."

2.6 On being asked by the Committee as to when the project is likely to be completed the representatives of the Ministry stated as follows:—

"Belgachia Shyam Bazar one line is nearing completion and about the remaining 6.5 Kms. practically, the work will be completed this year except for section 7. Where we are facing lot of problems due to bad soil. There are five sections; we want to complete section 5 by 1993, section 6 by October 1993, section 7 will go beyond March 1994, section 8 by November 1993 and section 9 by October 1993."

2.7 On being asked, if the financial constraint is removed, how much more work would be completed this year, the representatives of the Ministry of Railways stated that "given the adequate availability of funds, we would like to complete this project by 1995."

2.8 The Committee note that the Ministry of Railways have failed to complete the metro railway project in Calcutta for almost two decades. The reasons include failure on the part of Ministry to coordinate with the Planning Commission in securing adequate funds, their inability to persuade the State Government to make available land required for implementing the project, non-finalisation of traffic diversion in busy arterial

road of Calcutta, non-updating of the underground utilities map and failure to sort out labour problems in time. The Committee also note that the delay in completion of the projects resulted in disproportionate cost overruns. The representative of the Ministry stated during evidence that if the requisite funds are made available in time they would be able to complete the project by 1995.

2.9 The Committee desire that the Ministry should take all possible steps to coordinate with the Planning Commission, State Government and the other concerned agencies involved in securing the required funds, making available necessary land, if any, and other infrastructure required for the timely completion of the project, so that all the works are completed by 1995, for which all expeditious steps should be taken on priority basis.

NEW DELHI;
July, 23, 1993
Sravana 1, 1915 (Saka)

SOMNATH CHATTERJEE,
Chairman,
Standing Committee on Railways.

DOUBLING ANNEXURE

DESCRIPTION	YEAR OF SANC.	PROJ. LEN. GTH	LEN. GTH UPTO	TAR. GET FOR 93-94 (Rs. Cr.)	ORI. GINAL COST (Rs. Cr.)	EST. IMATED COST (Rs. Cr.)	% AGE INC. REASE	OUT. LAY UPTO 92-93 (Rs. Cr.)	OUT. LAY 93-94 (Rs. Cr.)	% AGE PROG. RESS	TAR. GET FOR COM- PLE- TION	TIME OVER RUN
1. Narmada bridge portion (MR)	88-89	3	0	3	14.13	12.81	—	10.32	2.49	72	93-94	—
2. Kiratgarh- Kala Akhar Metpan- jira-Bharatwada (MP)	89-90	61	21	40	57.96	69.42	19.7	50.67	18.75	8	93-94	—
3. Narkher-Metpanjira (Mah.)	90-91	34	0	24	35.97	40.90	13.7	9.48	31.42	43	94-95	—
4. Chambal Bridge at Gher (UP)	90-91	1	0	0	22.75	22.75	—	2.51	2.00	0	96-97	—
5. Kurwai-Kethora Bina River (2.7 KMS.) and Betwa 'A' Ca- bin-Betwa 'B' cabin (3.34 Kms.)—doubling of single line bridge portion (MP)	87-88	6	6	0	6.84	8.68	26	8.52	0.10	COMP.		
6. Mathura-Palwal Automatic block signalling & panel inter- locking and IBS between Pal- wal Asaoti-Ballahgarh (Har./ UP)	84-85	0	0	0	10.75	16.86	56.8	16.80	0.60	COMP.		
7. Khana-Jhapterdal—(Phase-I) (WB)	92-93	4	0	0	9.00	9.00	—	0.20	2.00	0	94-95	
8. Habra-Bongaon Tokenless block working: Dum Dum—Three crossing stations & junction arrangements and Habra-additional lines (WB)	78-79	15	15	0	7.71	14.89	93	12.56	0.10	COMP.		
9. Sahibjanj-New Farakka-Malda Town (49.57 Km.) (WB)	86-87	50	6	27	29.81	36.80	23	32.34	3.00	72	94-95	33

10.	Garwa Road-Sonenagar (Sigsigi-Bagha Bishnupur) (Bihar)	87-88	79	69	10	49.81	56.00	15	51.00	5.00	83	93.94	24*
11.	Duttapukur-Habra	90-91	14	0	0	17.78	18.17	2	4.60	2.37	65	95.96	—
12.	Sonenagar-Mughalsrai third line with bi-directional signaling and flyover from Dn. Grand Chord to CIC section (UP/Bihar)	90-91	124	6	30	165.00	39.25	—	45.46	30.00	15	95-96	15
13.	Jhaptardal-Guskara (WB)	93-94	15	0	0	12.85	12.85	—	0.00	2.00	0	95-96	
14.	Rohtak-Samargopalpur Kinana-Barsola; Ghaso-Jakhai	81-82	76	68	8	14.38	67.21	367	64.03	0.25	86	93-94	30**
15.	Lucknow-Unnao—Doubling over Ganga bridge by converting MG into BG line & extending BG line from Kanpur Central to Kanpur Anwarganj (UP)	87-88	56	56	0	49.05	62.02	26	45.69	2.00	COMP		
16.	Rampur-Bareilly (UP)	89-90	63	23	0	50.57	45.88	—	20.88	12.14	48	94-95	
17.	Rampura Cabin-New Azadpur (Delhi)	91-92	6	0	0	4.98	4.98	—	0.51	0.50	10	94-95	
18.	Tilak Bridge-Hazrat Nizamuddin third line (Delhi)	91-92	5	0	0	3.53	3.96	14	1.08	2.88	61	94-95	
19.	Karpuri Gram-Siho (Bihar)	93-94	26	0	0	21.00	21.00	—	0.00	0.50	0	96-97	
20.	Barsoi-Dalkhola & Dhulabari Aluabari	87-88	34	14	20	24.32	32.50	34	27.94	0.80	76	93-94	

* Balance work involves tunnels and two major bridges.

** Originally targeted for completion by July 1991. The work was affected during 1991-92 as contractors were finding difficulty in procuring labour due to proximity of the section to Punjab.

DESCRIPTION	YEAR OF SANC.	PROJ. LEN. GTH	LEN. GTH UPTO 31.3.93	TAR. GET FOR 93-94 (Rs. Cr.)	ORIGI- NAL COST (Rs. Cr.)	EST- IMATED COST (Rs. Cr.)	% AGE INC. REASE	OUT. UPTO 92-93 (Rs. Cr.)	OUT. LAY 93-94 (Rs. Cr.)	% AGE PROG- RESS	TAR- GET FOR COM- PLE- TION	TIME OVER RUN
21. Aluabari Road-Kishanganj New Jaipauri-Ambari Falkata (WB/Bihar)	89-90	40	0	0	39.06	41.62	6.5	16.93	0.20	6	*	
22. Whitefield-Bangarapet-Kuppam (Karn.)	92-93	81	0	0	108.10	108.10	—	3.00	5.00	10	97-98	
23. Kayankulam-Quilon	89-90	41	0	14	34.11	42.17	23.6	29.22	3.00	41	94-95	
24. Quilon-Trivendrum Central	90-91	65	0	0	76.41	81.23	6.3	0.86	0.00	3	Land 21(-) acquisition in progress	93-94 57†
25. Tandur-Malkhaid Road (Karn./ AP)	85-86	46	17	29	23.00	38.89	69	38.07	0.39	97	93-94	57†
26. Raichur-Matmani & Kogsi- Kuppal	85-86	31	31	0	14.78	25.95	75	21.69	4.00	COMP.	—	—
27. Vikarabad-Tandur	87-88	41	0	0	41.37	46.84	13	32.33	14.28	46	94-95	50*
28. Malkhaid Road-Wadi	88-89	25	15	10	20.24	20.14	—	19.13	1.01	80	93-94	33†
29. Thangundi-Chegunta	89-90	43	0	43	36.05	33.95	5.8	33.82	0.13	92.5	93-94	—

* Ambari Falkata-Jaipauri doubling work in progress. For rest of the section doubling will be achieved by Gauge Conversion of parallel MG line.

— Due to shortage of track materials.

† Due to less initial allotment of funds.

30.	Ambodala-Bissamcuttack & Tirubali-Gumada-Patch doubling (ORS/Ap)	87-88	100	18	40	62.60	78.00	24.6	77.65	0.35	84	94-95	30*
31.	Gumda-Bobbili (AP)	89-90	37	0	0	29.00	30.07	3.6	26.92	2.00	60	94-95	6
32.	Joranda Road-Hindol Road	90-91	28	0	0	24.30	24.17	—	22.76	1.41	10	95-96	—
33.	Bobbili-Gajapatnagar	90-91	31	0	0	25.25	29.28	15.9	7.73	15.00	18	95-96	—
34.	Bilaspur-Akaltara-Third line (MP)	91-92	27	0	0	35.91	25.68	—	1.43	20.00	25	94-95	—
35.	Tacher-Hindol Road (ORS)	91-92	32	0	0	29.25	29.25	—	2.21	22.24	1	95-96	—
36.	Gajapatnagar-Vizianagar-Patch doubling Ph. II sec.III, including junction arrangement at Vizianagar	93-94	22	0	0	22.00	22.00	—	0.00	2.00	0	96-97	—
37.	Maski-Bairagarh (MP)	92-93	39	0	0	56.88	57.03	0.26	0.50	0.00	0	Frozen	—
38.	Anas bridge, Panchpipia tunnel & Mahi bridge-Thuree sing- le line stretches (MP/GUJ)	86-87	3	2	1	8.84	11.05	25	10.79	0.26	47	93-94	—
39.	Vasud'A.Vasad bridge no. 624	87-88	1	0	1	6.88	6.97	13	6.80	0.17	80	94-95	—
40.	Pirumrod-Bercha & Bolai- Akodia	88-89	23	0	12	22.60	22.71	0.48	18.17	4.54	70	95-96	11*
41.	Bairagarh-Bakanian Bhaunri & Bhaunri-Phanda	89-90	16	0	0	17.26	16.20	—	9.23	5.84	20	95-96	—
42.	Kalaspipal-Phanda (MP)	90-91	41	0	0	53.00	51.04	—	0.52	0.00	0	Frozen	—

*Due to difficult working condition including cyclone in 1991 and malaria epidemic.

**Balai-Akodia was originally targetted for Dec. 1992. However, due to additional coal movement traffic working order was not allowed to be operated.