

**STANDING COMMITTEE ON RAILWAYS  
(2009-10)**

**FIFTEENTH LOK SABHA**

**MINISTRY OF RAILWAYS  
(RAILWAY BOARD)**

**[Action taken by the Government on the recommendations/  
observations contained in the 40<sup>th</sup> Report of the Standing  
Committee on Railways (Fourteenth Lok Sabha)  
on 'Review of Plan Performance and 11<sup>th</sup> Five Year Plan  
Projections']**

**SECOND REPORT**



**LOK SABHA SECRETARIAT  
NEW DELHI**

December, 2009/ Agrahayana, 1931 (Saka)

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Projections']**

Presented to Lok Sabha on 03.12.2009  
Laid in Rajya Sabha on 03.12.2009



**LOK SABHA SECRETARIAT  
NEW DELHI**

December, 2009/ Agrahayana, 1931 (Saka)

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**COMPOSITION OF THE STANDING COMMITTEE ON RAILWAYS (2009-10)**

**Shri T. R. Baalu - Chairman**

**MEMBERS**

**LOK SABHA**

2. Shri Khiladi Lal Bairwa
3. Shri Kameshwar Baitha (Palamau)
4. Shri K. Bapiraju
5. Smt. Rajkumari Chauhan
6. Dr. Ram Chandra Dome
7. Smt. Maneka Gandhi
8. Smt. Botcha Jhansi Lakshmi
9. Shri Pralhad Joshi
10. Dr. Nirmal Khatri
11. Shri Anand Prakash Paranjpe
12. Shri Somabhai G. Koli Patel
13. Shri Rudramadhab Ray
14. Smt. Shatabdi Roy
15. Smt. Sushila Saroj
16. Smt. Yashodhara Raje Scindia
17. Shri Gopal Singh Shekawat
18. Chaudhary Lal Singh
19. Shri Umashankar Singh
20. Shri Lalji Tandon
21. Dr. Girija Vyas

**RAJYA SABHA**

22. Ms. Sushila Tiriya
23. Shri Nandi Yellaiah
24. Shri Ishwar Singh
25. Shri Lalit Kishore Chaturvedi
26. Shri Om Prakash Mathur
27. Shri Tarini Kanta Roy
28. Shri Ambeth Rajan
29. Shri N. Balaganga
30. Shri K.E. Ismail
31. Shri Abani Roy

**LOK SABHA SECRETARIAT**

- |    |                       |   |                   |
|----|-----------------------|---|-------------------|
| 1. | Shri K. Vijaykrishnan | - | Joint Secretary   |
| 2. | Shri Abhijeet Kumar   | - | Director          |
| 3. | Shri Arun K. Kaushik  | - | Deputy Secretary  |
| 4. | Shri R.S. Negi        | - | Executive Officer |

**INTRODUCTION**

I, the Chairman of the Standing Committee on Railways (2009-10), having been authorized by the Committee to present the Report on their behalf, present this Second Report of the Committee on Action Taken by the Government on the Recommendations/Observations contained in the Fortieth Report of the Standing Committee on Railways on 'Review of Plan Performance and 11<sup>th</sup> Five Year Plan Projections'.

2. The Fortieth Report was presented to the Lok Sabha on 21.10.2008 and it contained 17 recommendations/observations. The Ministry of Railways have furnished their Action Taken Replies on all the recommendations/observations.

3. The Committee considered and adopted the Draft Action Taken Report at their sitting held on 19.11.2009.

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

NEW DELHI;  
02 December, 2009  
11 Agrahayana, 1931 Saka

**T.R. BAALU**  
**Chairman,**  
**Standing Committee on Railways**

## CHAPTER I

### REPORT

This Report of the Committee deals with the Action Taken by the Government on the recommendations and observations contained in the Fortieth Report of the Standing Committee on Railways (2008-09) on 'Review of Plan Performance and 11<sup>th</sup> Five Year Plan Projections'. The Report was presented to the Lok Sabha on 21.10.2008 and laid in the Rajya Sabha simultaneously.

1.2 Action Taken Notes have been received from the Government in respect of all the 17 recommendations/observations contained in the Report. These have been broadly categorized as follows:-

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

Para Nos. 1, 2, 4, 6, 7, 8, 11, 12, 13, and 16.

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

Para Nos. 5 and 9

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

Para No. 3, 10, 14, 15 and 17

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

Nil

**1.3 The Committee desire that replies to the observations/comments contained in Chapter I of the Report be furnished to them expeditiously.**

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

**A. XI Plan targets for new lines, gauge conversion, doubling, electrification & track renewal**

**Recommendation (Para No. 3)**

1.5 The Committee found that during the X Plan, the Railways had fixed a target of 1310 Kms of new lines, 2365 kms of gauge conversion, 1575 Kms of doubling, 23000 kms of track renewals and 1800 kms of railway electrification. While the Railways had exceeded the targets fixed for gauge conversion (4289 kms), track renewals (24739 kms) and electrification (1810 kms), they, however, could not meet the targets set for the new lines and doubling which stood at 920 kms and 1300 kms, respectively, at the end of the Plan. In the XI Plan, the Railways have projected 2000 kms of new lines, 10000 kms of gauge conversion, 6000 kms of doubling, 3500 kms of electrification and 16500 kms of track renewal. The Committee were not satisfied with the reasons such as land acquisition, contractual failure, forestry clearance, etc. put forward by the Railways for the non-completion of new lines and doubling targets during X Plan. They found that these problems were perennially being cited by the Railways for the non-completion of targets. They hoped that the targets set for the XI Plan under new lines, doublings, electrification and gauge conversion would be achieved by the Railways during the Plan period itself and the problems cited by them will be sorted out with advance planning and suitable corrective measures. The Committee further noted that the projections set for under the heads new lines and doubling during the XI Plan include the spillover from the X Plan. The Committee, while not appreciating this practice adopted by the Railways, desired that in future the spillovers should be indicated separately and given preference.

1.6 In their action taken reply, the Ministry of Railways have, *inter alia*, stated as under:-

“The concern expressed by the Committee has been noted. All out efforts are being made to expedite implementation of ongoing projects but there are certain areas which are not under fully control of the Ministry. The delays in land acquisition and forestry clearance, adverse law and order conditions in many parts of the country, contractual failures particularly due to steep market fluctuations in prices of construction material have

been effected the implementation of projects adversely. The availability of funds through budgetary support particularly for new lines is not at all sufficient to progress the sanctioned projects in a reasonable time frame. The corrective measures are being taken to improve contract management by modifying the contract conditions and empowering field units. The Land Acquisition Act has been modified for expediting acquisition of land for special projects. As regards targets for plan period, it is mentioned that the targets are finalized based on total outlays being provided and it may not be feasible at that stage to pin point individual projects. The spill overs get carry forward to the subsequent plan period and at the time of carrying out exercise for the plan preparation, it is not feasible to indicate as to which of the projects will get spilled over.

As already observed by the Committee, the targets of electrification for X Plan were successfully met with within the Plan period itself. In the first year of XI Plan, i.e. in 2007-08, 502 RKMs have been electrified.

To achieve the target of 3500 RKMs of electrification for XI Plan, IR has planned to award turn key contracts in certain select routes. Advance material planning for two years and mechanized working for expediting the progress are also envisaged. At the field level, powers of GMs to sanction detailed/revised estimates have been enhanced. Likewise, powers of accepting authorities have been raised and Chief Project Managers at field level have been empowered to sign contractual agreements."

**1.7 The Committee would like to know the details of the corrective measures being taken by the Railways to improve the contract management system. The Committee fail to understand as to how it is not feasible for the Ministry of Railways to indicate projects spill overs separately. The Committee reiterate the earlier recommendation in this regard. The Committee are further unable to understand why Indian Railways have planned to award turn key contracts for electrification only in certain select routes and not considering all electrification projects on turn key contract basis. The Committee also desire to know the details of routes identified for turn key contracts by**



**the Ministry of Railways and the criteria adopted thereof. The Committee recommend that all electrification projects should be executed under turn key contracts basis.**

**B. Augmentation of the production capacity of Railways production units & setting up new manufacturing unit**

**Recommendation (Para No. 10)**

1.8 The Committee noted that keeping in view the growth in passenger and freight traffic in the XI Plan, the Railways have projected a rolling stock requirement of 155,000 nos. Wagons, 1800 nos. Electric locos, 1800 nos. Diesel locos, 17,500 nos. BG Conventional coaches and 2800 nos. EMUs and 2,200 nos DEMUs/MEMUs. The Committee found that the EMU demand is on the increase and in order to cater to this demand EMU production in ICF is being ramped up further. The Railways are also planning to outsource EMU/MEMU & DEMU Coaches. The Committee desired that the Railways should augment the production capacity of their own Production Units specially for EMUs and also expedite the setting up of new manufacturing units for coaches, diesel locomotives & electric locomotives to meet the rolling stock requirement commensurate with the growth of traffic during XI Plan. They also desired that the Railways should have a perspective plan covering longer term for the assessment of rolling stock requirement.

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

"Considering the need of acquiring 1800 electric locos during XI Plan, work for augmentation of capacity of Chittaranjan Locomotive Works (CLW) from 150 to 200 locos per annum has been sanctioned in Budget 2007-08. The out turn of 200 locos per annum is considered the maximum sustainable out turn from CLW.

Also, a new Green Field Electric Loco Factory at Madhepura, Bihar has been sanctioned in Budget 2007-08. The request for proposal (RFP) for setting up of factory to manufacture 800 locos over 10 years period has been issued for deliveries to commence in 2010-11 and reach a capacity of up to 120 locos per year.

Setting up of new factory is essential as CLW will produce, on completion of sanctioned expansion, about 1.2 million HP per annum. Additional 120 locos of 12000 HP per year implies a doubling of CLW's capacity, which has several disadvantages.

GM/CLW vide letter no. ELDD/II01/GB dated 13.05.08, has also informed of inadequate industrial support to manufacture 200 three phase locos. There are constraints to get sub assemblies like car bodies, cabs, side walls and other equipments from trade.

Further, manufacturing of three phase locos requires more of highly skilled content at all levels and production of more than 200 advanced technology locos per annum on a sustainable basis is not strategically advantageous. Moreover, technology to manufacture 1200 HP new generation locos is not available with Indian Railway.

In the overall perspective, yearly manufacture of 200 locos of 6000 HP at CLW, after the ongoing works of augmentation are completed is considered as a sustainable level for CLW.

To increase the production capacity, the following works have been sanctioned at ICF, which is the coach production unit manufacturing EMUs:

- (a) Augmentation of capacity for manufacture of 1250 shells.
- (b) Further Augmentation of capacity for manufacture of 1500 coaches per annum.
- (c) Augmentation / Upgradation of facilities of MRVC electrical multiple units.

The increase in production capacity will also increase the corresponding production capacity of EMUs at ICF, for which a separate work is also under way (as mentioned in Para (c) above). The production capacity of ICF for EMU manufacture, after completion of these works is estimated to be 5.5 twelve car EMU rakes per month, i.e. approximately 800 EMU coaches per month.

Action taken on setting up new rolling stock units is as under:

S. No.	Name of the unit	Year of approval in Budget	Anticipated cost	Remarks
1.	Setting up of new coach factory at Rae Bareilly	2006-07	1685.00	Land procurement and bid process for setting up these units in Joint Venture is in progress.
2.	Setting up of diesel loco manufacturing unit at Marhaura.	2006-07	2052.00	
3.	Setting up of Greenfield electric loco manufacturing factory.	2007-08	1293.57	

Projection for requirement of Rolling Stock are based on replacements, as well as on Traffic projections regarding increase in passenger traffic. It has been seen that over the last several years, there have been very wide fluctuations in passenger traffic growth patterns. In view of this, an attempt to project requirement of Rolling Stock beyond 4 to 5 years is also likely to be fraught with significant variations. The accent of the Railways has been to develop flexibility in manufacturing set up, so that increases or decreases in requirement of Rolling Stock can be met in the shortest possible time.

In view of this, it is submitted that a prospective plan covering longer term for the assessment of Rolling Stock requirement would be subject to major uncertainty and therefore, would require substantial mid-course corrections.

It is further submitted that the projections for Rolling Stock acquisition made for the Five Year period provide the basic frame work for Rolling Stock requirements and annual acquisition programs are made in line with the Plan Projections."

**1.10 The Committee are satisfied to note the efforts taken by the Railways to augment the production capacity of their production units. However, the Committee are unhappy to note the delay in the setting up of new rolling stock units at Rae Bareilly and at Marhaura which were approved during 2006-07 and the Greenfield electric loco**

**manufacturing factory which was approved during 2007-08. The Committee desire that the Ministry of Railways will expedite the various works, particularly acquisition of land required for each of these production units so that the objectives of the Railways to set up these units can be achieved in time.**

**C. Provision of Minimum Essential Amenities (MES) at stations**

**Recommendation (Para No. 12)**

1.11 The Committee took note of the fact that there are many stations where the minimum essential amenities as per laid down guidelines are yet to be provided, causing hardships to the passengers. They, therefore, desired that during the XI Plan period, the Railways should identify all such stations and ensure that minimum essential amenities are provided to the passengers at all such stations.

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

“All Zonal Railways have been addressed to identify stations where minimum essential amenities (MEA) have not been provided as per laid down norms. Railways have also been asked to ensure that deficiencies in MEA, if any, are made good during the 11<sup>th</sup> Five Year Plan period.”

**1.13 The Committee are surprised to note that the Ministry of Railways have not so far identified the stations where minimum essential amenities as per the laid down norms are not available, even after the lapse of more than 2 years of the current Five Year Plan. The Committee desire that the Ministry of Railways will expedite the identification process and provide MEA in each of such stations during the 11th Five Year Plan period.**

## **D. Rail connectivity to North-Eastern Region and other underdeveloped and tribal areas**

### **Recommendation (Para No. 14)**

1.14 The Committee were informed during the evidence by the representatives of the Planning Commission that a thrust is being made during the XI Plan to complete the national projects in the North-Eastern region to provide Rail connectivity to that area. They further apprised that in addition to the North East Region, there were other areas in the country that are underdeveloped and inhabited by tribals like in the States of Chhattisgarh, Jharkhand, Orissa, parts of West Bengal, etc., that needed to be connected by Rail for overall development and exploitation of the economic potential of those areas. The Committee found that Rail connectivity to the Capitals of the North-Eastern States and other underdeveloped and tribal areas are essential from a strategic and developmental point of view. They felt that the immense economic potential in tribal areas is not being realised due to the lack of Rail infrastructure. They, therefore, recommended that the Railways should make survey in such areas for developing the Rail infrastructure. They may also consider to set up a special implementing agency such as the North-East Railway Construction Corporation in coordination with the Planning Commission for this purpose. The Committee strongly felt that the hilly, tribal and backward areas should be put on a separate footing and given some priority in the allocation of funds. They further stressed that the criteria of 14% RoR should not be rigidly applied for such regions and the Ministry should take up this matter with the Planning Commission.

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

“The concern expressed by the Committee has been noted. As regards connectivity to the capital cities of the N.E. States, it is mentioned that the two capital cities i.e. Guwahati (Dispur) and Agartala are already connected by the Railway line. Further works have been taken up for providing connectivity to the state capitals of Manipur, Mizoram, Arunachal Pradesh and Nagaland. The surveys for connecting Gangtok and Shillong have also been taken up. The efforts are to connect all the capital cities of NE States as mentioned in Vision 2020 document released by Ministry of Development of North East Region. 9 Projects of the region have

been declared as national projects and to provide necessary funds for implementation of these projects, proposal has been mooted for setting up Non-lapsable North East rail development fund. The North Frontier Railway is already having General Manager / Construction for implementation of these projects.

The projects have already been taken up in other states also and most of the new line and many gauge conversion projects are on socio-economic considerations which are not financially viable. The cut off norm of 14% prescribed for FIRR is not being fulfilled by all such projects."

**1.16 The reply of the Ministry of Railways is silent regarding provision of rail connectivity in underdeveloped and tribal areas which the Committee feel are essential from a strategic and developmental point of view. The Committee, therefore, reiterate their earlier recommendation for survey of such areas for developing the rail infrastructure and to give priority in the allocation of funds for hilly, tribal and socially backward areas.**

**E. Unmanned level crossings, ROB/RUBs and other technological measures to increase the safety**

**Recommendation (Para No. 15)**

1.17 The Committee noted that while the total number of accidents have come down from 351 in 2002-03 to 195 in 2006 07 the numbers however, are significantly high especially in the case of level crossing gate accidents. The Committee had observed that there has been an increasing trend in such accidents since 2004-05. The Committee had been informed that in order to address the problem of level crossing gates accident in the current budget a programme of manning a larger number of unmanned level-crossing gates and also a programme of upgrading the standard of inter-locking of the existing gates has been started. The Committee were further informed that Railways would need funds of about Rs.1000 crores during the XI Plan period for manning and interlocking works of 1632 unmanned level crossings. They also noted that

in the Report of the Working Group on Railways Programme it has been stated that a consolidated policy is being formulated on Rail-Road level crossings to cut down the vulnerability and also that during the Eleventh Plan some enhanced and ingenious standards will be put in place to save human lives. The Committee were concerned with the rising number of level crossing gates accidents and desired that the Railways should take urgent measures for the manning of unmanned level crossings and construction of ROB/RUB as well as other technological measures to increase the safety of Road/Rail users. They also desired to be apprised of the final policy being formulated as stated in the Report of the Working Group for Railways Programme.

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

The number of unmanned level crossing accidents and their percentage to the total accidents since 2003-04 is as under:

Year	2003-04	2004-05	2005-06	2006-07	2007-08	2007-08 Apr. to Oct.07	2008-09 Apr. to Oct.08
Total Accidents	325	234	234	195	194	121	105
Unmanned Level Crossing Accidents	86	65	65	72	65	45	39
Unmanned Level Crossing Accidents (in %)	26.46	27.78	27.78	36.92	33.51	37.19	37.14

From the above, it would be seen that although the percentage of unmanned level crossing accidents has increased, their absolute number has remained in the same range except for the year 2006-07. However, this is equally worrying for Railways. As most of them are caused due to the negligence of road users, Public awareness programs are undertaken regularly for educating road users for observing safe practices while negotiating unmanned level crossings. Publicity campaigns are periodically launched through various media such as quickies on television, slides, newspapers, street plays, etc. Joint ambush checks with the involvement of civil authorities are also conducted. As the traffic densities go up, such level crossings are being progressively manned on their qualifying the manning criteria.

However, there has been delay in manning of unmanned level crossings primarily due to the following reasons:

- (a) Delays taking place in creation of posts of gate keepers and finalization of recruitment process of Gangman/Gatekeepers to man the unmanned level crossings.
- (b) Delays taking place in finalization of tenders due to lack of response, and or high rates and finalization of the tender award keeping within the prescribed procedures, norms etc. for tender finalization.
- (c) Delays taking place in obtaining approval of Commissioner of Railway Safety for manning of unmanned level crossings.

Zonal Railways, as a special measure, have also been asked to sanction Limited Height Subways costing upto Rs. 50 lakh and normal height subways costing upto Rs.1.25 crore on single line and Rs. 1.50 crore on double line wherever technically feasible so that number of unmanned level crossings can be reduced. Emphasis is also being given to close down sparsely used unmanned level crossings suggesting their merger with another level crossing/Road Over Bridge/Road under Bridge in the close vicinity with the cooperation of civic and local bodies.

### **Measures to take up works of ROB/RUBs**

The policy adopted in vogue for construction of ROB/RUBs as under:

- (i) During laying of new tracks and upto 10 years thereof Road Over/Under Bridges are provided at such locations where necessitated and demanded by the State Government concerned as an accommodation work at the cost of the Railways.
- (ii) After expiry of 10 years of laying of tracks ROB/RUBs are provided in lieu of existing busy level crossings on cost sharing basis if traffic density at level crossing reaches at one lakh Train Vehicle Unit (A unit obtained by multiplying the number of trains to the number of road vehicles passing over the level crossing within 24 hours) otherwise on deposit terms. In both conditions the proposal have to be sponsored by the State Government concerned duly fulfilling certain preliminary pre-requisites required under extant rules with undertaking to bear their share of cost, closure of level crossing on completion of Road over/under bridge and advance action taken for acquisition of land required for approaches etc.
- (iii) Private entrepreneurs are attracted to invest their precious resources on construction of ROB/RUBs under BOT (Built, Operate and Transfer) concept in lieu of which they are offered to levy toll on ROB or utilize the space underneath commercially for a specified period of 10 years or so.



- (iv) The BOT concept has further been modified under PPP (Public Private Partnership) scheme under which the work will be taken by the private party in clusters and viable gap funds to the extent of 40 percent will be arranged by the Railways and the State Government concerned."

**1.19 The Committee are surprised to note the reasons cited by the Ministry of Railways for the delay in manning of unmanned level crossings. The Committee have taken a serious view of the fact that despite knowing the reasons, the Railways have not taken any corrective measures such as creation of posts of gate keepers, finalization of recruitment of Gangman/Gatekeeper expeditiously, obtaining approval of Commissioner of Railway Safety, lowering the rate of the tenders, etc. for manning of unmanned level crossings. The Committee desire to know the total number of unmanned level crossings in various zones. The Committee desire that the Railways will now take appropriate and expeditious action to ensure that unmanned level crossings are manned and construction of ROB/RUBs is expedited within the fixed timeframe.**

**F. Conversion of all narrow gauge lines into broad gauge and electrification of non-electrified tractions**

**Recommendation (Para No. 16)**

1.20 The Committee found that there have been many narrow gauge lines still to be converted into broad gauge. Similarly, there are many non-electrified tractions between two electrified tractions. They, therefore, desired that during the XI Plan the Railways should take appropriate steps to convert all narrow gauge lines into broad gauge and non-electrified tractions between two electrified tractions should also be electrified.

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

"At the start of the XI plan, there was a network of 13399 km of MG / NG lines consisting of 10417 km of MG lines and 2982 km of NG lines. The XI plan envisages conversion of 10000 km of MG / NG lines to BG. The majority of conversion will be of MG lines as the network has become isolated in many cases due to conversion of adjoining sections. In this also, priority is being given for the conversions which will provide alternate routes to meet with the demand of traffic. The conversion of all narrow gauge lines is not planned during the planned period. Minister of Railways in his budget speech 2007-08 also mentioned that all efforts would be made to convert the majority of meter gauge lines to broad gauge during the 11<sup>th</sup> five year plan.

Indian Railways have focused on electrification of links between two electrified sections. Some of the illustrative examples are given below:

S.No.	Section	RKMs	Year of Sanction
1.	Kanpur-Jhansi	220	2008-09
2.	Bina-Kota	303	2006-07
3.	Khurja-Meerut-Saharanpur	207	2007-08
4.	Madurai-Tuticorin-Nagercoil	262	2008-09

Zonal Railways have also been asked to identify other similar unelectrified links falling between electrified routes that can be taken up as viable projects."

**1.22 The Committee are satisfied to note the efforts taken by the Railways to convert majority of meter gauge lines to broad gauge during the 11<sup>th</sup> Five Year Plan. However, the Committee are concerned at not prioritizing conversion of narrow gauge lines into broad gauge and also not fixing any timeframe for electrification of non-electrified tractions between two electrified tractions. The Committee reiterate their earlier recommendation that the Railways should take expeditious action to convert all narrow gauge lines except tourist and heritage sites and priority to be given to commercially viable lines into**

**broad gauge and electrify the non- electrified tractions between two electrified tractions.**

**G. Completion of works under the Corporate Welfare Safety Plan (CWP)**

**Recommendation (Para No. 17)**

1.23 The Committee noted that the Railways have prepared a Corporate Welfare Safety Plan (CWP) with an objective to pay special attention towards maintenance and improvement of staff quarters with particular emphasis on substandard quarters lacking basic amenities. They also noted that the CWP works proposed by the Zonal Railways are sanctioned in the Annual Works Programme. The Committee, however, regretted to note that these works are not being executed timely. They desired that the works under the CWP should be completed in time bound manner and adequate funds be provided for the same.

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

"Railways have prepared a Corporate Welfare Plan (CWP), not Corporate Welfare Safety Plan as stated above, with an objective to pay special attention towards maintenance and improvement of staff quarters with particular emphasis on substandard quarters lacking basic amenities. Efforts are always made to provide adequate funds for works under CWP, however this is subject to the over all ceilings limit regarding availability of funds for Plan Head 51 (Staff Quarters) and Plan Head 52 (Staff Amenities). Efforts are also made to execute all the works under these Plan Heads, including the works under CWP in a time bound manner, however, execution of works are subject to various factors including those which are beyond Railways control.

The recommendation has been noted and Railways have been advised to execute the works under CWP in a time bound manner."

**1.25 The Ministry of Railways, in their reply, have not specified what are the various factors which are beyond their control that hinder the implementation of works. The Committee desire to be apprised of the**

**same. The Committee would also like to know whether these issues were ever taken up with the agencies concerned and if so, when and the outcome thereof and the corrective measures taken thereon.**

**\*\*\***

## **CHAPTER II**

### **RECOMMENDATIONS/OBSERVATIONS WHICH HAVE BEEN ACCEPTED BY THE GOVERNMENT**

#### **Recommendation (Para No. 1)**

The Committee take note of the financial performance of the Railways during the X Plan and substantial progress and achievements made in meeting the objectives and targets of the X Plan. Against the initial outlay of Rs.60,600 Crores, the actual expenditure at the end of Plan period was to the tune of Rs. 84,003 Crores. The increase in Plan outlay/ size was due to the additional expenditure on new lines, gauge conversions, rolling stock and track renewals and on account of allocations for SRSF (Special Railway Safety Fund) and National Projects resulting in higher level of gross budgetary support. The Committee find that during the X Plan the mobilization of internal resources by the Railways had gone up from Rs.3,113 Crores of the total resource mobilization in the first year to more than Rs.12,000 Crores of the total resource mobilization in the final year of the Plan. This is a welcome achievement by the Railways given the fact that in the past they had been heavily relying on budgetary support for their operations. The Committee hope that the Railways would sustain this performance during the course of the XI Plan Period also.

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

"Noted, Railways have set higher targets of financial performance during the 11<sup>th</sup> Five Year Plan.

Ministry of Railways is thankful to the Committee for appreciating the Railway's efforts in generating higher internal resources."

[Ministry of Railways O.M. No. 2008/BC-II/XIV/300/2  
dated 23.02.2009]

**Recommendation (Para No. 2)**

The Committee are satisfied to note that the Railways have performed well and exceeded the targets fixed for freight and passenger traffic during the X Plan. As against the freight traffic target of 624 million tonnes of originating freight and 396 BTKMs of freight output for the terminal year of the plan, the Railways have achieved 728.4 MTs of originating freight and 475 BTKMs of freight output. Similarly, in passenger traffic also as against a target of 5686 million originating passengers and 593 billion passenger kilometers, the Railways have achieved 6352.1 million originating passengers and 691.8 billion passenger kilometers. For the XI Plan, the Railways have projected freight traffic of 1,100 MTs of originating freight and 702 BTKMs of freight output. The Passenger traffic projected at 8400 million originating passengers, is expected to grow at a rate of about 5.5 per cent. The Committee while appreciating the growth in freight and passenger traffic achieved by the Railways during X plan hope that the Railways would sustain this growth during XI Plan also and will take adequate steps including augmentation of their capacity in order to achieve the same.

**Reply of the Government**

"Noted. The Railways are maintaining the momentum of growth in both passenger & freight traffic in the first 2 years of the 11<sup>th</sup> Plan and expect to achieve the targets set for traffic during the 11<sup>th</sup> Plan."

[Ministry of Railways O.M. No. 2008/BC-II/XIV/300/2  
dated 23.02.2009]

**Recommendation (Para No. 4)**

The Committee have been informed that in order to ensure timely completion of projects, a number of changes have been effected in the contract system and powers have been delegated to field units so as to improve efficiency in the construction organization on the Railways. Further, an Additional Member Committee has been set up to go into the issues involved for empowering field unit by suitable delegation of powers, streamlining procedures for improving efficiency and output. The Committee are of the view that in order to meet the

growing traffic requirements and decongestion of saturated routes during the XI Plan, there is an urgent need for the Railways to ensure timely completion of new lines and doubling projects. The Railways have admitted that there is a dearth of resourceful and reliable contractors. To address this problem, the Committee desire that the Railways should ensure a strong contract management system with in- built clause for risk management for execution of projects speedily and give contracts to genuine contractors only who do not compromise with the quality and safety of the project. The practice of sub-contracting by the contractors should be stopped. With regard to the problem related to the land acquisition, the Committee hope that the recent amendment made in the Land Acquisition Act would help Railways a great deal in getting land acquisition formalities cleared faster. To deal with the other issue related to forestry clearance, the Committee recommend that the Ministry of Railways should take up this matter at the Ministerial level with the concerned Ministry to find out ways and means to address the issue.

### **Reply of the Government**

"The Railways already have a strong contract management system and contracts are awarded through laid down procedure and detailed deliberations after judging the contractors capability to execute the work. However, as mentioned earlier, due to sudden spurt in infrastructure development, there is dearth of resourceful and reliable contractors to execute works at the required pace. In fact, the capacity of the construction industry in the country is limited and is not considered enough to match the infrastructure growth with the economic growth. To assess the difficulties of the construction industry, a contractors' meet was organized in the Ministry to interact with them and get their feedback on system improvement. Based on the interaction, the contract conditions are under modification so as to bring efficiency in contract management. The amended provisions of the land acquisition act are being applied to special Railway projects only and not as a general. However, the land acquisition requires close coordination with state authorities in getting the revenue records, verifications etc. Chief Secretaries of the States have been

requested to conduct regular meetings on progress of Railway projects in their states where issues related to State Government are also addressed."

[Ministry of Railways O.M. No. 2008/BC-II/XIV/300/2  
dated 23.02.2009]

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

The Committee observe that in States like Orissa, Jharkhand and Chattisgarh where heavy loading of minerals, coals and iron ore takes place, preference is being given to freight traffic at the cost of passenger traffic. The Committee desire that in such areas there should be a balanced growth in passenger and freight traffic and the Railways should not ignore the transportation needs of the population of that area. They also note that in some areas without augmenting the infrastructure, the Railways have increased the loading capacity. The Committee desire that the Railways should take necessary steps to augment the infrastructure before increasing the loading capacity in such areas.

### **Reply of the Government**

"It is true that in certain areas, the quantum of freight traffic movement and the demand for such movement is higher than that of passenger traffic. However, Indian Railways do not ignore the passenger transportation requirements of those areas and catering to passenger traffic requirement an ongoing process.

As regards increase in loading capacity and augmentation of infrastructure, Railways have adopted various innovative strategies to increase loading capacity by better asset utilization. At the same time, capacity augmentation of infrastructure is one of the priority areas of the 11<sup>th</sup> Plan."

[Ministry of Railways O.M. No. 2008/BC-II/XIV/300/2  
dated 23.02.2009]



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

The Committee note that as on date the Railways have a large shelf of ongoing projects viz. New Lines, Gauge Conversion, Doublings etc. with a total throw forward of Rs.86,000 crores approximately. Some of these projects are yet to be completed despite a passage of many years. The Committee are of the strong view that if the projects are prioritized, Railways would be able to have clear vision of the projects that are to be completed and thus be able to clear some of the backlog of pending projects within stipulated timeframe. The Committee, therefore, desire that Railways should examine these pending projects and prioritize and categories them. A time frame of completion may also be fixed and adhered to in respect of these pending projects.

### **Reply of the Government**

"As regard prioritization of projects it is mentioned that the categorization of Railway Projects under New Line and Gauge Conversion was approved by the Government in April, 2005 in the following Categories:

- (i) Category (I) - Projects where progress is more than 60% and throw forward is less than Rs. 100 Crore.
- (ii) Category (II) - Viable/Operationally required projects.
- (iii) Category (III) - National Projects, Projects in Assam & North East Region, Cost Sharing with State Governments, Defense Funded Projects and projects covered under Public Private Partnership.
- (iv) Category (IV) - Other ongoing projects not covered in Categories (I, II & III) The funds to various new line and gauge conversion projects being funded through budgetary support is being provided on the basis of a state wise formula in which weight-age of 70% is given to throw forward of projects in the state and 15% each to area and population of the state.

Due to improvement in internal generation, certain gauge conversion and all doubling projects are now being funded through internal generation. These ongoing projects may get completed in next 4-5 years. The constraint of funds is

being faced for implementation of new line projects and unless matching funds are provided through additional budgetary support, it is not feasible to indicate time frame of completion of these projects. However, in implementation, priority is being given to operational requirements and other projects where part funding is being provided by State Governments and other beneficiaries."

[Ministry of Railways O.M. No. 2008/BC-II/XIV/300/2  
dated 23.02.2009]

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

The Committee find that in the X Plan period there was substantial growth in freight traffic and this trend is going to be carried forward by the Railways in the XI Plan too. However, there is no matching growth in the Railway network/infrastructure leading to over utilization of assets. Many industries that have come up in the iron and steel sector are suffering for want of timely supply of raw material as there is lack of siding facilities, line capacities etc. The Committee desire that taking into account the upcoming industries the Railways should prepare a comprehensive plan in this regard in consultation with the Planning Commission and the State Governments so that these industries do not suffer for want of infrastructure facilities.

### **Reply of the Government**

"It is true that while Freight traffic (NTKM's) and passenger traffic (PKM's) have grown by 10.9 and 9.7 times respectively over the last 50 years or so, the growth in route kms and running track kilometers has been very meager at 1.18 and 1.44 times respectively. However the infrastructure is being upgraded to handle larger volumes. The Railways have prepared a Blue Print for high density routes connecting the major metros of Delhi, Mumbai, Chennai and Kolkata which carry the bulk of the passenger and freight traffic. Further a large number of works like Doubling/third line, automatic signaling, IBS's, Railway Electrification etc. have been sanctioned in areas where the growth is expected to be substantial. Special emphasis is being paid to cater to traffic of steel, coal

and iron-ore sectors. Railways have also announced an iron-ore siding policy for giving a fillip to this sector.

A blue print has already been prepared identifying the critical doubling and other works on heavy density network and other routes. Capacity enhancement including eliminating bottlenecks is a priority area. As mentioned in reply to recommendation no.3, efforts are being made to expedite implementation of ongoing projects and other works."

[Ministry of Railways O.M. No. 2008/BC-II/XIV/300/2  
dated 23.02.2009]

### **Recommendation (Para No. 11)**

During the XI Plan, the Railways propose to develop 22 Stations all over the country into world class Stations through the PPP model. In future also, the Railways might identify some more Stations for Upgradation to world class stations. The Committee, therefore, are of the opinion that Railways should do some advance planning in this regard and identify stations that could be developed as world class Stations. They recommend that necessary formalities for land acquisition etc. may be initiated at the right earnest for such stations to avoid last minute run for land and to avoid cost overrun. The Committee desire to be apprised of the criteria of identifying such stations that are to be developed into world class Stations. They also desire that before entering into PPP for the upgradation of these Stations into world class stations, the Railways should first explore the possibility of upgrading these stations through their own funds.

### **Reply of the Government**

"26 stations have been identified for development as world-class stations through the PPP route. These are located at important cities and tourist centers with significant passenger traffic and potential for development through the PPP route. In future also, the stations for development as world-class stations would be on the basis of their importance and the possibility of development through private investment.

The stations identified for development as world-class stations require massive investments in the range of Rs.3000 to 8000 crores. Such investments

cannot be mobilized by Ministry of Railways on their own. Further, execution of such complex projects also requires high level of project management skills. These are expected of the concessionaire who would be competitively selected. The development of the identified stations would be done after preparation of a master plan and feasibility report for which architects and technical consultants would be engaged by leveraging the surplus land around and air-space above the stations. Acquisition of land in general is not ensured. However, the observations and recommendations of the Committee with regard to advance planning have been noted. Zonal Railways have been advised to undertake the preparatory work including identification of marginal requirements of land transfers/acquisition in advance to avoid any problem during implementation phase.

Railways is upgrading and undertaking station improvements through their own funds in keeping with the normal requirements of passenger amenities and related facilities. Developing world-class stations require massive investments which is not fully sustainable through budgetary resources and hence the PPP route has been adopted."

[Ministry of Railways O.M. No. 2008/BC-II/XIV/300/2  
dated 23.02.2009]

### **Recommendation (Para No. 12)**

The Committee while taking note of the fact that there are many stations where the minimum essential amenities as per laid down guidelines are yet to be provided causing hardships to the passengers. They, therefore, desire that during the XI plan period, the Railways should identify all such stations and ensure that minimum essential amenities are provided to the passengers at all such station.

### **Reply of the Government**

"All Zonal Railways have been addressed to identify stations where minimum essential amenities (MEA) have not been provided as per laid down

norms. Railways have also been asked to ensure that deficiencies in MEA, if any, are made good during the 11<sup>th</sup> Five Year Plan period."

[Ministry of Railways O.M. No. 2008/BC-II/XIV/300/2  
dated 23.02.2009]

### **Recommendation (Para No. 13)**

The Committee note that the introduction of additional train services, including inter-city services is done after screening proposals received from Members of Parliament, MLAs, VIP's and members of the Zonal Railway User Consultative Committee(ZRUCC), Divisional Railway User Consultative Committee (DRUCC), passenger associations etc. The Committee foresee that with the rise of fuel prices and road transport etc. the demand for inter-city trains is bound to grow in future. They however, find that the Railways do not have a detailed plan for the -introduction of inter-city trains to meet this future demand. They therefore, desire that the Railways should draw a detailed plan in consultation with the Zonal Railways User Consultative Committee (ZRUCC) and Divisional Railways User Consultative Committee (DRUCC) in this regard and identify such places where there is a requirement of inter-city trains connecting with long distance trains.

### **Reply of the Government**

"Introduction of additional train services including intercity services over Indian Railway is a continuous exercise. However, a major portion of these services is introduced on the basis of Inter Railway Time Table Committee meeting (IRTTC) and Railway Budget which are annual exercises.

New trains are introduced mainly on the basis of factors like availability of demand/traffic, availability of path, availability of maintenance infrastructure, availability of Rolling Stock, manpower requirement, Impact on freight traffic etc.

Requests for introduction of trains including intercity services are constantly received from various quarters and the demands far exceed the resources available with Indian Railway. As a result, train services are provided in a phased manner subject to availability of resources and operational feasibility.

In view of the dynamic nature of travel requirement of travelling public and availability of resources at hand, this process can only be a point of real time planning. Indian Railways thus make yearly planning on the basis of discussions in the Inter Railway Time Table Committee meeting which in the opinion/view of Zonal Railway User Consultative Committee (ZRUCC), Divisional Railway User Consultative Committee (DRUCC). As such, this system is working satisfactorily over the years on Indian Railway and does not warrant any change at present."

[Ministry of Railways O.M. No. 2008/BC-II/XIV/300/2  
dated 23.02.2009]

### **Recommendation (Para No. 16)**

The Committee find that there have been many narrow gauge lines still to be converted into the broad gauge. Similarly, there are many non-electrified tractions between the two electrified tractions. They, therefore, desire that during the XI Plan the Railways should focus take appropriate steps to convert all narrow gauge lines into the broad gauge and the non-electrified tractions between the two electrified tractions should also be electrified.

### **Reply of the Government**

"At the start of the XI plan, there was a network of 13399 km of MG / NG lines consisting of 10417 km of MG lines and 2982 km of NG lines. The XI plan envisages conversion of 10000 km of MG / NG lines to BG. The majority of conversion will be of MG lines as the network has become isolated in many cases due to conversion of adjoining sections. In this also, priority is being given for the conversions which will provide alternate routes to meet with the demand of traffic. The conversion of all narrow gauge lines is not planned during the planned period. . Minister of Railways in his budget speech 2007-08 also mentioned that all efforts would be made to convert the majority of meter gauge lines to broad gauge during the 11<sup>th</sup> five year plan.

Indian Railways have focused on electrification of links between two electrified sections. Some of the illustrative examples are given below:

S.No.	Section	RKMs	Year of Sanction
1.	Kanpur-Jhansi	220	2008-09
2.	Bina-Kota	303	2006-07
3.	Khurja-Meerut-Saharanpur	207	2007-08
4.	Madurai-Tuticorin-Nagercoil	262	2008-09

Zonal Railways have also been asked to identify other similar unelectrified links falling between electrified routes that can be taken up as viable projects."

[Ministry of Railways O.M. No. 2008/BC-II/XIV/300/2  
dated 23.02.2009]

### **CHAPTER III**

#### **RECOMMENDATIONS/OBSERVATIONS WHICH THE COMMITTEE DO NOT DESIRE TO PURSUE IN VIEW OF THE GOVERNMENT'S REPLIES**

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

The Committee find that on saturated routes where there is requirement of doubling and gauge conversion in a section, the Railways take up these works in small phases rather than the entire section e.g. Gunurpur- Thiruvalli (gauge conversion extension) and Baripada – Tata Nagar Section (gauge conversion). The Committee feel that this does not tackle the problem fully and causes uncalled for delays. They therefore, recommend that the Railways should take up the doubling and gauge conversion works at the entire section so that the problem of bottlenecks in saturated routes is removed at one go and the benefits of doubling and gauge conversion start accruing.

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

"The recommendation made by the Committee has been noted. It is mentioned that due to constraint of resources, patch doubling of sections was generally being undertaken so as to provide relief to the traffic in the congested sections particularly near to junction stations. Since the availability of funds through internal generation has improved, the doublings of routes where capacity constraints are being faced is being undertaken in one go only. The gauge conversion is however being done for a particular line in one go only. The two projects mentioned Gunurpur-Thiruvalli and Baripada-Tatanagar are not gauge conversion project but new line extension of conversion projects. The surveys for extension had been done in the past and projects were not considered to be viable. The beneficiaries were also not coming forward to participate in the projects. However, for extension of Rupsa-Baripada Bangriposi line, a new line from Buramara to Chakulia has been approved which will provide shorter connectivity between Baripada and Tatanagar. This line is to be implemented through public private partnership."

[Ministry of Railways O.M. No. 2008/BC-II/XIV/300/2  
dated 23.02.2009]



**Recommendation (Para No. 9)**

The Committee find that the Railways prefer bulk movement of freight in the process neglecting small farmers and industries who require to move only small quantities of goods at a time. They desire that the Railways should explore the possibility of allowing 20 wagon rakes for movement of piecemeal freight-traffic.

**Reply of the Government**

"Over the years the Railways have increased their transportation capacity for bulk traffic in keeping with the requirements of the economy. While piecemeal movement is no longer feasible, to cater to customers who can not move their goods in bulk, the Railways already have provisions for running mini-rakes (comprising of minimum 20 wagons) and two-point/ multi point combinations of traffic."

[Ministry of Railways O.M. No. 2008/BC-II/XIV/300/2  
dated 23.02.2009]

## **CHAPTER IV**

### **RECOMMENDATIONS/OBSERVATIONS IN RESPECT OF WHICH REPLIES OF THE GOVERNMENT HAVE NOT BEEN ACCEPTED BY THE COMMITTEE AND WHICH REQUIRE REITERATION**

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

The Committee find that during the X Plan the Railways had fixed a target of 1310 Kms of new lines, 2365 kms of gauge conversion, 1575 Kms of doubling, 23000 kms of track renewals and 1800 kms of Railway Electrification. While the Railways had exceeded the targets fixed for gauge conversion (4289 kms), track renewals (24739 kms) and electrification (1810 kms), they however, could not meet the targets set for the new lines and doubling which stood at 920 kms and 1300 kms respectively at the end of the Plan. In the Eleventh Plan, the Railways have projected 2000 kms of new lines, 10000 kms of gauge conversion, 6000 kms of doubling, 3500 kms of electrification and 16500 kms of track renewal. The Committee are not satisfied with the reasons such as land acquisition, contractual failure, forestry clearance etc put forward by the Railways for the non-completion of new lines and doubling targets during X Plan. They find that these problems are perennially being cited by the Railways for the non-completion of targets. They hope that the targets set for the XI Plan under new lines, doublings, electrification and gauge conversion would be achieved by the Railways during the Plan period itself and the problems cited by them will be sorted out with advance planning and suitable corrective measures. The Committee further note that the projections set for under the heads, new lines and doubling during XI plan include the spillover from X Plan. The Committee while not appreciating this practice adopted by the Railways desire that in future the spillovers should be indicated separately and given preference.

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

"The concern expressed by the Committee has been noted. All out efforts are being made to expedite implementation of ongoing projects but there are certain areas which are not under fully control of the Ministry. The delays in land

acquisition and forestry clearance, adverse law and order conditions in many parts of the country, contractual failures particularly due to steep market fluctuations in prices of construction material have been effected the implementation of projects adversely. The availability of funds through budgetary support particularly for new lines is not at all sufficient to progress the sanctioned projects in a reasonable time frame. The corrective measures are being taken to improve contract management by modifying the contract conditions and empowering field units. The Land Acquisition Act has been modified for expediting acquisition of land for special projects. As regards targets for plan period, it is mentioned that the targets are finalized based on total outlays being provided and it may not be feasible at that stage to pin point individual projects. The spill overs get carry forward to the subsequent plan period and at the time of carrying out exercise for the plan preparation, it is not feasible to indicate as to which of the projects will get spilled over.

As already observed by the Committee, the targets of electrification for X Plan were successfully met with within the Plan period itself. In the first year of XI Plan, i.e. in 2007-08, 502 RKMs have been electrified.

To achieve the target of 3500 RKMs of electrification for XI Plan, IR has planned to award turn key contracts in certain select routes. Advance material planning for two years and mechanized working for expediting the progress are also envisaged. At the field level, powers of GMs to sanction detailed/revised estimates have been enhanced. Likewise, powers of accepting authorities have been raised and Chief Project Managers at field level have been empowered to sign contractual agreements."

[Ministry of Railways O.M. No. 2008/BC-II/XIV/300/2  
dated 23.02.2009]

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

The Committee note that keeping in view the growth in passenger and freight traffic in the XI Plan, the Railways have projected a rolling stock

requirement of 155,000 nos. Wagons, 1800 nos. Electric locos, 1800 nos. Diesel locos, 17,500 nos. BG Conventional coaches and 2800 nos. EMUs and 2,200 nos DEMUs/MEMUs. The Committee find that the EMU demand is on the increase and in order to cater to this demand EMU production in ICF is being ramped up further. The Railways are also planning to outsource EMU/MEMU & DEMU Coaches. The Committee desire that the Railways should augment the production capacity of their own Production Units specially for EMUs and also expedite the setting up of new manufacturing units for coaches, diesel locomotives & electric locomotives to meet the rolling stock requirement commensurate with the growth of traffic during XI Plan. They also desire that the Railways should have a perspective plan covering longer term for the assessment of rolling stock requirement.

### **Reply of the Government**

"Considering the need of acquiring 1800 electric locos during XI Plan, work for augmentation of capacity of Chittranjan and Locomotive Works (CLW) from 150 to 200 locos per annum has been sanctioned in Budget 2007-08. The out turn of 200 locos per annum is considered the maximum sustainable out turn from CLW.

Also, a new Green Field Electric Loco Factory at Madhepura, Bihar has been sanctioned in Budget 2007-08. The request for proposal (RFP) for setting up of factory to manufacture 800 locos over 10 years period has been issued for deliveries to commence in 2010-11 and reach a capacity of up to 120 locos per year.

Setting up of new factory is essential as CLW will produce, on completion of sanctioned expansion, about 1.2 million HP per annum. Additional 120 locos of 12000 HP per year implies a doubling of CLW's capacity, which has several disadvantages.

GM/CLW vide letter no. ELDD/II01/GB dated 13.05.08, has also informed of inadequate industrial support to manufacture 200 three phase locos. There are constraints to get sub assemblies like car bodies, cabs, side walls and other equipments from trade.

Further, manufacturing of three phase locos requires more of highly skilled content at all levels and production of more than 200 advanced technology locos per annum on a sustainable basis is not strategically advantageous. Moreover, technology to manufacture 1200 HP new generation locos is not available with Indian Railway.

In the overall perspective, yearly manufacture of 200 locos of 6000 HP at CLW, after the ongoing works of augmentation are completed is considered as a sustainable level for CLW.

To increase the production capacity, the following works have been sanctioned at ICF, which is the coach production unit manufacturing EMUs:

- (a) Augmentation of capacity for manufacture of 1250 shells.
- (b) Further Augmentation of capacity for manufacture of 1500 coaches per annum.
- (c) Augmentation / Upgradation of facilities of MRVC electrical multiple units.

The increase in production capacity will also increase the corresponding production capacity of EMUs at ICF, for which a separate work is also under way (as mentioned in Para (c) above). The production capacity of ICF for EMU manufacture, after completion of these works is estimated to be 5.5 twelve car EMU rakes per month, i.e. approximately 800 EMU coaches per month.

Action taken on setting up new rolling stock units is as under:

S. No.	Name of the unit	Year of approval in Budget	Anticipated cost	Remarks
1.	Setting up of new coach factory at Rae Bareilly	2006-07	1685.00	Land procurement and bid process for setting up these units in Joint Venture is in progress.
2.	Setting up of diesel loco manufacturing unit at Marhaura.	2006-07	2052	
3.	Setting up of Greenfield electric loco manufacturing factory.	2007-08	1293.57	

Projection for requirement of Rolling Stock are based on replacements, as well as on Traffic projections regarding increase in passenger traffic. It has been seen that over the last several years, there have been very wide fluctuations in passenger traffic growth patterns. In view of this, an attempt to project

requirement of Rolling Stock beyond 4 to 5 years is also likely to be fraught with significant variations. The accent of the Railways has been to develop flexibility in manufacturing set up, so that increases or decreases in requirement of Rolling Stock can be met in the shortest possible time.

In view of this, it is submitted that a prospective plan covering longer term for the assessment of Rolling Stock requirement would be subject to major uncertainty and therefore, would require substantial mid-course corrections.

It is further submitted that the projections for Rolling Stock acquisition made for the Five Year period provide the basic frame work for Rolling Stock requirements and annual acquisition programs are made in line with the Plan Projections."

[Ministry of Railways O.M. No. 2008/BC-II/XIV/300/2  
dated 23.02.2009]

#### **Recommendation (Para No. 14)**

The Committee were informed during the evidence by the representatives of the Planning Commission that a thrust is being made during the XI Plan to complete the national projects in the North -Eastern region to provide Rail connectivity to that area. They further apprised that in addition to the North East Region there were other areas in the country that are underdeveloped and inhabited by tribals like in the States of Chattisgarh, Jharkhand, Orissa, parts of the West Bengal etc. that needed to be connected by Rail for overall development and exploitation of the economic potential of that area. The Committee find that Rail connectivity to the Capitals of North-Eastern States and other underdeveloped and tribal areas are essential from strategic and developmental point of view. They feel that immense economic potential in tribal areas is not being realised due to the lack of Rail infrastructure. They therefore, recommend that the Railways should make survey in such areas for developing the Rail infrastructure. They may also consider to set up a special implementing agency such as North-East Railway Construction Corporation in coordination with the Planning Commission for this purpose. The Committee strongly feel that the hilly, tribal and backward areas should be put on a separate footing and given some priority in the allocation of

funds. They further stress that the criteria of 14% RoR should not be rigidly applied for such regions and the Ministry should take up this matter with the Planning Commission.

### **Reply of the Government**

"The concern expressed by the Committee has been noted. As regards connectivity to the capital cities of the N.E. States, it is mentioned that the two capital cities i.e. Guwahati (Dispur) and Agartala are already connected by the Railway line. Further works have been taken up for providing connectivity to the state capitals of Manipur, Mizoram, Arunachal Pradesh and Nagaland. The surveys for connecting Gangtok and Shillong have also been taken up. The efforts are to connect all the capital cities of NE States as mentioned in Vision 2020 document released by Ministry of Development of North East Region. 9 Projects of the region have been declared as national projects and to provide necessary funds for implementation of these projects, proposal has been mooted for setting up Non-lapsable North East rail development fund. The North Frontier Railway is already having General Manager / Construction for implementation of these projects.

The projects have already been taken up in other states also and most of the new line and many gauge conversion projects are on socio-economic considerations which are not financially viable. The cut off norm of 14% prescribed for FIRR is not being fulfilled by all such projects."

[Ministry of Railways O.M. No. 2008/BC-II/XIV/300/2  
dated 23.02.2009]

### **Recommendation (Para No. 15)**

The Committee note that while the total number of accidents have come down from 351 in 2002-03 to 195 in 2006 07 the numbers however, are significantly high especially in the case of level crossing gate accidents. The Committee has observed that there has been an increasing trend in such accidents since 2004-05. The Committee have been informed that in order to address the problem of level crossing gates accident in the current budget a programme of manning a larger number of unmanned level-crossing gates and

also a programme of upgrading the standard of inter-locking of the existing gates has been started. The Committee were further informed that Railways would need funds of about Rs.1000 crores during the XI Plan period for manning and interlocking works of 1632 unmanned level crossings. They also note that in the Report of the Working Group on Railways Programme it has been stated that a consolidated policy is being formulated on Rail-Road level crossings to cut down the vulnerability and also that during the Eleventh Plan some enhanced and ingenious standards will be put in place to save human lives. The Committee is concerned with the rising number of level crossing gates accidents and desire that the Railways should take urgent measures for the manning of unmanned level crossings and construction of ROB/RUB as well as other technological measures to increase the safety of Road/Rail users. They also desired to be apprised of the final policy being formulated as stated in the Report of the Working Group for Railways Programme.

### **Reply of the Government**

"The number of unmanned level crossing accidents and their percentage to the total accidents since 2003-04 is as under:

Year	2003-04	2004-05	2005-06	2006-07	2007-08	2007-08 Apr. to Oct.07	2008-09 Apr. to Oct.08
Total Accidents	325	234	234	195	194	121	105
Unmanned Level Crossing Accidents	86	65	65	72	65	45	39
Unmanned Level Crossing Accidents (in %)	26.46	27.78	27.78	36.92	33.51	37.19	37.14

From the above, it would be seen that although the percentage of unmanned level crossing accidents has increased, their absolute number has remained in the same range except for the year 2006-07. However, this is equally worrying for Railways. As most of them are caused due to the negligence of road users, Public awareness programs are undertaken regularly for educating



road users for observing safe practices while negotiating unmanned level crossings. Publicity campaigns are periodically launched through various media such as quickies on television, slides, newspapers, street plays, etc. Joint ambush checks with the involvement of civil authorities are also conducted. As the traffic densities go up, such level crossings are being progressively manned on their qualifying the manning criteria.

However, there has been delay in manning of unmanned level crossings primarily due to the following reasons:

- (a) Delays taking place in creation of posts of gate keepers and finalization of recruitment process of Gangman/Gatekeepers to man the unmanned level crossings.
- (b) Delays taking place in finalization of tenders due to lack of response, and or high rates and finalization of the tender award keeping within the prescribed procedures, norms etc. for tender finalization.
- (c) Delays taking place in obtaining approval of Commissioner of Railway Safety for manning of unmanned level crossings.

Zonal Railways, as a special measure, have also been asked to sanction Limited Height Subways costing upto Rs. 50 lakh and normal height sub-ways costing upto 1.25 crore on single line and Rs. 1.50 crore on double line wherever technically feasible so that number of unmanned level crossings can be reduced. Emphasis is also being given to close down sparsely used unmanned level crossings suggesting their merger with another level crossing/Road Over Bridge/Road under Bridge in the close vicinity with the cooperation of civic and local bodies.

### **Measures to take up works of ROBs/RUBs**

The policy adopted in vogue for construction of ROBs/RUBs as under:

- (i) During laying of new tracks and upto 10 years thereof Road Over/Under Bridges are provided at such locations where necessitated and demanded by the State Government concerned as an accommodation work at the cost of the Railways.
- (ii) After expiry of 10 years of laying of tracks ROBs/RUBs are provided in lieu of existing busy level crossings on cost sharing basis if traffic density at level crossing reaches at one lakh Train Vehicle Unit (A unit obtained by

- multiplying the number of trains to the number of road vehicles passing over the level crossing within 24 hours) otherwise on deposit terms. In both conditions the proposal have to be sponsored by the State Government concerned duly fulfilling certain preliminary pre-requisites required under extant rules with undertaking to bear their share of cost, closure of level crossing on completion of Road over/under bridge and advance action taken for acquisition of land required for approaches etc.
- (iii) Private entrepreneurs are attracted to invest their precious resources on construction of ROBs/RUBs under BOT (Built, Operate and Transfer) concept in lieu of which they are offered to levy toll on ROB or utilize the space underneath commercially for a specified period of 10 years or so.
- (iv) The BOT concept has further been modified under PPP (Public Private Partnership) scheme under which the work will be taken by the private party in clusters and viable gap funds to the extent of 40 percent will be arranged by the Railways and the State Government concerned."

[Ministry of Railways O.M. No. 2008/BC-II/XIV/300/2  
dated 23.02.2009]

### **Recommendation (Para No. 17)**

The Committee note that the Railways have prepared a Corporate Welfare Safety Plan (CWP) with an objective to pay special attention towards maintenance and improvement of staff quarters with particular emphasis on substandard quarters lacking basic amenities. They also note that the CWP works proposed by the Zonal Railways are sanctioned in the Annual Works Programme. The Committee however, regret to note that these works are not being executed timely. They desire that the works under the CWP should be completed in time bound manner and adequate funds be provided for the same.

### **Reply of the Government**

"Railways have prepared a Corporate Welfare Plan (CWP), not Corporate Welfare Safety Plan as stated above, with an objective to pay special attention towards maintenance and improvement of staff quarters with particular emphasis on substandard quarters lacking basic amenities. Efforts are always made to

provide adequate funds for works under CWP, however this is subject to the over all ceilings limit regarding availability of funds for Plan Head 51 (Staff Quarters) and Plan Head 52 (Staff Amenities). Efforts are also made to execute all the works under these Plan Heads, including the works under CWP in a time bound manner, however, execution of works are subject to various factors including those which are beyond Railways control.

The recommendation has been noted and Railways have been advised to execute the works under CWP in a time bound manner."

[Ministry of Railways O.M. No. 2008/BC-II/XIV/300/2  
dated 23.02.2009]

**CHAPTER V**

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

- **NIL** -

New Delhi;  
02 December, 2009  
11 Agrahayana, 1931 (Saka)

**T.R. BAALU,**  
**Chairman,**  
**Standing Committee on Railways**

**APPENDIX I****MINUTES OF THE FOURTH SITTING OF THE STANDING COMMITTEE ON  
RAILWAYS (2009-10)**

The Committee sat on Thursday, the 29<sup>th</sup> October, 2009 from 1100 hours to 1235 hrs. in Committee Room No. 53, Parliament House, New Delhi.

**PRESENT**

**SHRI T. R. BAALU - CHAIRMAN**

**MEMBERS****LOK SABHA**

2. Shri Khiladi Lal Bairwa
3. Shri K. Bapiraju
4. Smt. Maneka Gandhi
5. Shri Pralhad Joshi
6. Dr. Nirmal Khatri
7. Shri Anand Prakash Paranjpe
8. Shri Somabhai G. Koli Patel
9. Shri Rudramadhab Ray
10. Smt. Sushila Saroj
11. Shri Umashankar Singh

**RAJYA SABHA**

12. Ms. Sushila Tiriya
13. Shri Nandi Yellaiah
14. Shri Ishwar Singh
15. Shri Lalit Kishore Chaturvedi
16. Shri Om Prakash Mathur
17. Shri Tarini Kanta Roy
18. Shri N. Balaganga
19. Shri K.E. Ismail
20. Shri Abani Roy

**SECRETARIAT**

- |    |                       |   |                  |
|----|-----------------------|---|------------------|
| 1. | Shri K. Vijaykrishnan | - | Joint Secretary  |
| 2. | Shri Abhijit Kumar    | - | Director         |
| 3. | Shri Arun K. Kaushik  | - | Deputy Secretary |

2. At the outset, the Chairman welcomed the Members and the officers who had come to attend the meeting. Thereafter, the Chairman mentioned about the collision of Goa Express train and Mewar Express train on 21<sup>st</sup> October, 2009 in which at least 22 persons were killed and about 26 persons were injured. The Committee expressed their profound sorrow on the unfortunate incident and observed silence for a while as a mark of respect to the departed souls.

3.       xxxx               xxxx               xxxx               xxxx               xxxx

4. The Committee then took up for consideration the draft Report on Action Taken by Government on the recommendations contained in 40<sup>th</sup> Report of Standing Committee on Railways (14<sup>th</sup> Lok Sabha) on 'Review of Plan Performance and 11th Five Year Plan Projections'. With respect to the recommendation para No. 1.7 the Committee desired to have an electronic presentation by the representatives of Ministry of Railways (Railway Board) on the Contract Management System prevailing in Indian Railways. The Committee approved the other recommendations made in the draft report with some modifications as given in Annexure – II.

**The Committee then adjourned.**

**ANNEXURE-I**

**XXXX**

**XXXX**

**XXXX**

**XXXX**

**XXXX**

**ANNEXURE-II**

**AMENDMENTS/MODIFICATIONS MADE IN DRAFT REPORT OF THE STANDING COMMITTEE ON RAILWAYS (15<sup>TH</sup> LOK SABHA) ON ACTION TAKEN BY THE GOVERNMENT ON THE RECOMMENDATIONS CONTAINED IN 40<sup>TH</sup> REPORT OF THE STANDING COMMITTEE RAILWAYS (14<sup>TH</sup> LOK SABHA) ON 'REVIEW OF PLAN PERFORMANCE AND 11<sup>TH</sup> FIVE YEAR PLAN PROJECTIONS'**

<b>Sl. No.</b>	<b>Page No.</b>	<b>Para No.</b>	<b>Line No.</b>	<b>Additions/Modifications</b>
<b>1</b>	<b>2</b>	<b>3</b>	<b>4</b>	<b>5</b>
1.	9	1.16	7	<u>Add</u> the word ' <b>socially</b> ' <u>before</u> 'backward Areas'
2.	12	1.19	8	<u>Add</u> the following new sentence <u>after</u> the words 'level crossings.' - <b>'The Committee desire to know the total number of unmanned level crossings in various zones.'</b>
			<b>Last line</b>	<u>Add</u> – ' <b>within the fixed time frame</b> ' <u>after</u> the word 'expedited.'
3.	13	1.22	8	<u>Add</u> ' <b>except tourist and heritage sites and priority to be given to commercially viable lines</b> ' <u>before</u> the words 'into broad gauge'



**MINUTES OF THE SEVENTH SITTING OF THE STANDING COMMITTEE  
ON RAILWAYS (2009-10)**

The Committee sat on Thursday, the 19<sup>th</sup> November 2009, from 1500 Hrs. to 1610 Hrs. in Committee Room 'C', Parliament House Annexe, New Delhi.

**PRESENT**

**SHRI T.R. BAALU                      -                      CHAIRMAN**

**MEMBERS**

**LOK SABHA**

2. Shri Khiladi Lal Bairwa
3. Shri K. Bapiraju
4. Shri Pralhad Joshi
5. Dr. Nirmal Khatri
6. Shri Somabhai G. Koli Patel
7. Shri Rudramadhab Ray
8. Smt. Shatabdi Roy
9. Smt. Yashodhara Raje Scindia
10. Shri Gopal Singh Shekhawat
11. Chaudhary Lal Singh
12. Shri Umashankar Singh

**RAJYA SABHA**

13. Shri Om Prakash Mathur
14. Shri Tarini Kanta Roy
15. Shri N. Balaganga

**SECRETARIAT**

- |                          |   |                  |
|--------------------------|---|------------------|
| 1. Shri K. Vijaykrishnan | - | Joint Secretary  |
| 2. Shri Abhijit Kumar    | - | Director         |
| 3. Shri Arun K. Kaushik  | - | Deputy Secretary |

xxxx                  xxxx                  xxxx                  xxxx

2. At the outset, the Chairman welcomed the Members and officials to the sitting of the Committee. Thereafter, the Committee considered the following draft Reports and adopted the same:

(i) Draft Report on Action Taken by the Government on the recommendations/observations contained in the 40<sup>th</sup> Report of the Standing Committee on Railways on 'Review of Plan Performance and 11<sup>th</sup> Five Year Plan Projections'; and

(ii) xxxx                  xxxx                  xxxx                  xxxx

3. The Committee authorized the Chairman to finalise the Reports and present the same to Parliament.

4.        xxxx                  xxxx                  xxxx                  xxxx

5.        xxxx                  xxxx                  xxxx                  xxxx

6. A verbatim record of the proceedings has been kept.

**The Committee then adjourned.**

\* xxxx                  xxxx                  xxxx                  xxxx

**APPENDIX-II**

**ANALYSIS OF ACTION TAKEN BY GOVERNMENT ON THE  
RECOMMENDATIONS/OBSERVATIONS CONTAINED IN THE 40<sup>th</sup> REPORT  
(14<sup>TH</sup> LOK SABHA) ON 'REVIEW OF PLAN PERFORMANCE AND 11<sup>TH</sup> FIVE  
YEAR PLAN PROJECTIONS'**

Total number of Recommendations/Observations	17
(i) Recommendations/observations which have been accepted by the Government ( <i>Vide</i> recommendations/observations) Para Nos. 1, 2, 4, 6, 7, 8, 11, 12, 13 and 16	10
Percentage of total	58%
(ii) Recommendations/observations which the Committee do not desire to pursue in view of the Government replies Para Nos. 5 and 9	02
Percentage of total	12%
(iii) Recommendations/observations in respect of which replies of the Government have not been accepted by the Committee which require reiteration Para Nos. 3, 10, 14, 15 and 17	05
Percentage of total	30%
(iv) Recommendations/observations in respect of which final replies of Government are still awaited NIL	
Percentage of total	NIL