

24

**STANDING COMMITTEE ON RAILWAYS
(2013-14)
FIFTEENTH LOK SABHA**

**MINISTRY OF RAILWAYS
(RAILWAY BOARD)**

**[Action taken by the Government on the recommendations/ observations
contained in the Nineteenth Report of the Standing
Committee on Railways (Fifteenth Lok Sabha)
on "Passenger Amenities and Passenger Safety in Indian Railways"]**

TWENTY FOURTH REPORT



**LOK SABHA SECRETARIAT
NEW DELHI**

February, 2014/ Magha, 1935 (Saka)

TWENTY FOURTH REPORT
STANDING COMMITTEE ON RAILWAYS
(2013-14)

(FIFTEENTH LOK SABHA)

MINISTRY OF RAILWAYS
(RAILWAY BOARD)

**[Action taken by the Government on the recommendations/ observations
contained in the Ninteenth Report of the Standing
Committee on Railways (Fifteenth Lok Sabha)
on "Passenger Amenities and Passenger Safety in Indian Railways"]**

Presented to Lok Sabha on 18.02.2014
Laid in Rajya Sabha on 18.02.2014



LOK SABHA SECRETARIAT
NEW DELHI

February, 2014/ Magha, 1935 (Saka)

CONTENTS

		PAGES
COMPOSITION OF THE COMMITTEE.....		(iii)
INTRODUCTION		(v)
CHAPTER I	Report.....	1
CHAPTER II	Recommendations/Observations which have been accepted by the Government	12
CHAPTER III	Recommendations/Observations which the Committee do not desire to pursue in view of the Government replies.....	31
CHAPTER IV	Recommendations/Observations in respect of which replies of the Government have not been accepted by the Committee and which require reiteration	35
CHAPTER V	Recommendations/Observations in respect of which final replies of the Government are still awaited	43

APPENDICES

APPENDIX-I	Minutes of the sitting of the Standing Committee on Railways held on 12.02.2014.....	46
APPENDIX-II	Analysis of Action Taken by the Government on the Recommendations/Observations contained in the Nineteenth Report (15th Lok Sabha) on "Passenger Amenities and Passenger Safety in Indian Railways"	48

COMPOSITION OF THE STANDING COMMITTEE ON RAILWAYS (2013-14)

Shri T. R. Baalu - Chairman

MEMBERS

LOK SABHA

2. Shri Partap Singh Bajwa
3. Dr. Ram Chandra Dome
4. Smt. Maneka Sanjay Gandhi
5. Shri Pralhad Joshi
6. Shri Bhaskar Rao Patil Khatgonkar
7. Dr. Nirmal Khatri
8. Shri Surendra Singh Nagar
9. Shri Devender Nagpal
10. Shri Anand Prakash Paranjpe
11. Shri Rayapati Sambasiva Rao
12. Shri Rudra Madhab Ray
13. Shri Magunta Sreenivasulu Reddy
14. Smt. Satabdi Roy
15. * Vacant
16. Shri Ganesh Singh
17. Shri Lal Ji Tandon
18. Shri Ashok Tanwar
19. Shri Harsh Vardhan
20. Dr. Vivekanand
21. Smt. Dimple Yadav

RAJYA SABHA

22. Shri Husain Dalwai
23. Shri Prabhat Jha
24. Shri Om Prakash Mathur
25. Dr. Barun Mukherji
26. Shri K. Parasaran
27. Shri Ambeth Rajan
28. Shri Tarini Kanta Roy
29. Shri Bashistha Narain Singh
30. Shri Ishwar Singh
31. Shri Nandi Yellaiah

Constituted *vide* LS Bulletin No.5635 dated: 04.09.2013

* Yashodhara Raje Scindia ceased to be a Member *vide* Lok Sabha Bulletin Part II No.5977 dated 19.12.2013.

SECRETARIAT

- | | | | |
|----|-------------------------|---|-------------------------|
| 1. | Shri K. Vijaykrishnan | - | Joint Secretary |
| 2. | Shri Arun K. Kaushik | - | Additional Director |
| 4. | Ms. Banani Sarker Joshi | - | Sr. Executive Assistant |

INTRODUCTION

I, the Chairman of the Standing Committee on Railways (2013-14), having been authorized by the Committee to present the Report on their behalf, present this Twenty Fourth Report of the Committee on action taken by the Government on the Recommendations/Observations contained in the Nineteenth Report of the Standing Committee on Railways on "Passenger Amenities and Passenger Safety in Indian Railways".

2. The Nineteenth Report was presented to the Lok Sabha on 22.04.2013 and it contained 31 recommendations/observations. The Ministry of Railways have furnished their action taken replies in respect of all the recommendations/observations.

3. The Committee considered and adopted the draft Action Taken Report at their sitting held on 12.02.2014.

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

NEW DELHI;
12 February, 2014
23 Magha, 1935 (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 Nineteenth Report of the Standing Committee on Railways (2012-13) on "Passenger Amenities and Passenger Safety in Indian Railways". The Report was presented to the Lok Sabha and laid in Rajya Sabha on 22.04.2013.

2. Action Taken Notes have been received from the Government on all the 31 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, 3, 4, 5, 7, 8, 11, 15, 18, 20, 21, 22, 23, 26, 27 and 28

Total : 16
Chapter-II

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

Para Nos. 2, 6, 12, 13 and 25

Total : 5
Chapter-III

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

Para Nos. 9, 10, 14, 17, 24, 29, 30 and 31

Total : 08
Chapter-IV

(iv) Recommendations/observations in respect of which final replies are awaited:-

Para Nos. 16 and 19

Total : 2
Chapter-V

3. The Committee trust that utmost importance would be given to implementation of the recommendations/observations accepted by the Government. In cases where it is not possible for the Ministry to implement the recommendations in letter and spirit for any reason, the matter should be reported to the Committee with reasons thereof. The Committee further desire that Action Taken Notes on the recommendations/observations contained in Chapter-I and final replies in respect of recommendations/observations contained in Chapter V of this Report should be furnished to them at the earliest.

4. The Committee will now deal with the action taken by the Government on some of their recommendations/observations.

A Categorization of Stations

Recommendation (Para Nos. 4 and 5)

5. The Committee found that under the extant guidelines, the Railways have categorized their entire 8241 stations into 7 categories (A1 and A to F) on the basis of passenger earnings, volume of passengers handled, relative importance of the station based on its geographical/tourist/historical value and the availability of funds. The yardstick for providing amenities is based on the classification of stations which is linked to the annual passenger earning. The Committee were of the view that financial earnings should not be the sole basis for classification of stations; other factors like historical and cultural importance, geographical location, etc. also need to be taken into account while deciding on the categorization of a station. Similarly, there also exist other categories like industrial hubs, ports, agricultural/horticultural production centres, educational/professional institutions in remote areas, etc., from where there may

be a large travelling public. Such stations should also benefit from increased amenities since they are used by a very large number of passengers during peak hours or peak seasons. The Committee, therefore, recommended a revision of the existing categorization of stations so that it is not based solely on the annual passenger earnings. The relative importance of the station keeping in view of the aforementioned factors may also be duly considered while making such classification. The Committee liked to be kept apprised of the steps taken in this regard.

6. The Ministry of Railways, in their action taken notes, have stated as under:

“ While the general categorization of stations is based on passenger earnings, Indian Railways take into account the nature of traffic at the station for its categorization. For example, stations with large volume of suburban traffic are categorized as “C” category stations irrespective of their earnings. This is to provide amenities which are suitable for handling large numbers of passengers belonging to the intra-urban and suburban segments who essentially commute from their place of residence to their place of work. Further, General Managers have been empowered to categorise stations of Tourist importance and large junction stations as “B” category stations so that amenities commensurate with the importance of the station are provided irrespective of the earnings of such stations. Based on a review, Indian Railways have categorized 8495 stations in 7 categories on the basis of passenger earnings, the volume of passengers handled, etc. For provision of passenger amenities at stations, earnings is not the sole criteria. Passenger amenities like recommended amenities at stations are provided on the basis of actual volume of passenger handled at those stations. In addition, the stations belonging to various categories are also identified for up gradation under the Adarsh station scheme to provide upgraded passenger amenities.”

7. The Committee were constrained to note that a majority of stations of the Indian Railways, i.e., 6301 or 77 per cent of the 8241 stations fall in the 'E' and 'F' category of stations. This effectively meant that they received the least amount of passenger amenities even though they are used by a larger number of people. These stations are generally located in rural areas or in remote locations or are halt stations. The Committee were of the opinion that since there are fewer originating trains and since stoppages of trains are for very less duration, passenger earnings may not be very high at these stations. As a result, these stations are deprived of most of the benefits even though they are used by a very large number of passengers. Taking into account the social responsibility of the Railways, the Committee opined that reasonable amenities should be provided at all stations. Hence the Committee recommend that at least basic facilities like platform shelter, proper seating, toilets, lighting, fans, FOB, waiting hall, water coolers, public address system, etc. should be made available at 'E' and 'F' grade stations on a priority basis. They also felt that the Ministry should chalk out an action plan to improve/upgrade the amenities at these stations in a time bound manner so that maximum number of passengers can benefit from them.

8. The Ministry of Railways, in their action taken notes, have stated as under:

“Though the earnings from 'E' & 'F' category stations is not substantial, all minimum essential amenities have already been provided at all 'E' and 'F' category of stations. Amenities such as booking facility, drinking water arrangements, waiting hall, seating arrangements, platform shelter, urinals, latrines, rail level platform, lighting, fans, time table display & clock are provided at 'E' category stations. Amenities such as booking facility, drinking water arrangements, waiting hall, shady trees, rail level platform, time table display & clock are provided at 'F' category stations. In addition,

some of the "E" category stations have been identified for up gradation under the Adarsh station scheme."

9. The Committee find that all 8241 stations across the Indian Railways network have been provided with the minimum essential amenities. Further, the Ministry had also informed that General Managers have been empowered to categorize stations of tourist importance and large junction station as 'B' category stations so that amenities commensurate with the importance of the stations are provided irrespective of earnings of such stations. In addition, the stations belonging to various categories are also upgraded under the Adarsh station scheme to provide upgraded passenger amenities. The Committee are happy to note that the Ministry is making serious efforts to upgrade passenger amenities at stations. The Committee are of the firm belief that provision of better amenities at station, irrespective of their categorization should be accorded highest priority since passenger traffic is the visible face of the Indian Railways and shapes public opinion regarding the performance of the Railways. The Committee urge the Ministry to ensure that provision of amenities should not be a one time effort but rather a continuous process where the amenity once provided is also maintained through rigorous and regular inspections.

B. Creation of a Separate Department specifically to cater to Passenger Amenities

Recommendation (Para No. 9)

10. The Committee found that passenger amenities were not provided by a single department but rather by multiple departments of the Railways. The Committee were not fully convinced of the rationale proffered by the Railways that since each department has technical and professional expertise, it would be better equipped to provide a certain amenity. The Committee liked to stress that a single nodal department should be entrusted with the task of providing passenger amenities both at the stations and on-board to ensure a faster and more efficient delivery mechanism. Having a nodal department for passenger amenities would obviate the need for time consuming inter-department coordination and also avoid duplication. The Committee, therefore, recommended that the Ministry should explore avenues whereby a separate department may be created at both apex and zonal levels to cater specifically to passenger amenities. The Committee liked to be kept apprised of the action taken in this regard.

11. The Ministry of Railways, in their action taken notes, have stated as under:

“The range of passenger amenities made available at the stations and on board is extensive and intrinsically involves the role of Civil Engineering, Electrical Engineering, Telecom and Commercial branches of the Railway system. Further, on board services are provided by the Mechanical Engineering, Electrical Engineering and the Commercial branches. Each wing of the Railway organization has the requisite technical and professional capability for providing and sustaining specific passenger amenities and services. However, within the multi-disciplinary Railway system the Divisional Railway Manager/Additional Divisional Railway Manager perform the nodal role of coordinating the

output from various branches for ensuring the quality and scale of amenities prescribed. At the Zonal Railway level, the General Manager/Additional General Manager are responsible for bringing out the synergy from the cross-functional teams at the headquarters level. The inter-departmental coordination at the divisions and the headquarters are ensured by the General Managers and Divisional Railway Managers respectively.”

12. The Committee are not satisfied with the premise of the Ministry that each wing of the Railway organization has the requisite technical and professional capability for providing and sustaining specific passenger amenities and services and that there was no requirement for a separate department for passenger amenities. The Committee strongly feel that a single nodal department, solely entrusted with the task of providing passenger amenities would be able to give focussed attention to this crucial aspect of Railways. The Committee are of the opinion that a separate department, unburdened with other responsibilities, will be better equipped to concentrate the immense and myriad demands of providing passenger amenities. The Committee reiterate their earlier recommendation and desire the Ministry to consider it in the right earnest and restructure the system to streamline the duties/responsibilities.

C. Separate Allocation for Different Passenger Amenities

Recommendation (Para No. 10)

13. The Committee found that funds were allocated under the plan head of 'passenger amenities' and no separate allocation was made for different categories of passenger amenities within this head. The Committee were of the opinion that if separate allocations were made for each of the categories, fund utilization would be more transparent and the progress of passenger amenities would be better monitored. They, therefore, recommended that the Ministry should set both physical and financial targets for each item of passenger amenities instead of having a common head.

14. The Ministry of Railways, in their action taken notes, stated as under:

"Funds allotment for various categories / works of passenger amenities are done keeping in view the requirement, progress of work and inter-se-priority of works. Progress (physical & financial) of various works under passenger amenities are monitored at various levels in Railways. However, the suggestion has been noted.

15. The Committee are not happy with the reply of the Government. The Committee had found that there was no separate allocation for each component of passenger amenities and funds well allocated under the broad head of 'passenger amenities'. The Committee feel that bundling of all services under a single head would result in opacity as neither individual targets can be set, nor progress could be monitored. Moreover, the funds allocated to a scheme may get diverted to populist schemes rather than those requiring greater

/urgent attention. The Committee, therefore, reiterate their recommendation that the Ministry should have separate heads for each item of passenger amenities to facilitate better utilization and effective monitoring.

D. Non Utilization of funds allocated for Passenger Amenities

Recommendation (Para No. 14)

16. The Committee noted with concern that during 2009-10 and 2010-11, the funds allocated for passenger amenities have not been fully utilized by the Railways. Though the estimates were revised downwards from Rs.1102 cr. to Rs.923 cr. and from Rs.1302 cr. to Rs.998 cr. during 2009-10 and 2010-11, respectively, yet the actual achievement was far lower, at Rs.906 and Rs.911 crore, respectively. The Committee failed to appreciate the reasons for the same which have been stated by the Ministry, i.e, the slower pace of replacement/renovation works of passenger amenities by some Zonal Railways. The Committee desired that projects taken up for passenger amenities may be given priority and targets/projects identified should be completed within the stipulated time period.

17. The Ministry of Railways, in their action taken notes, have stated as under:
“ The Committee’s recommendation has been noted”.

18. The Committee are extremely distressed with the comments furnished by the Ministry on such an important aspect as utilization of funds for passenger amenities. The Committee are disappointed that on being reminded that allocations made for passenger amenities should be utilized fully and within the stipulated time period, the

Ministry has provided a non-committal reply. The Committee, therefore, strongly recommend that the Ministry should give a specific reply to their recommendations and the instant single line replies such as "The Committee's recommendation have been noted" should be avoided in future.

E. Vacancies in Railway Protection Force (RPF)

Recommendation (Para No. 29)

19. The Committee were, distressed to note that a large number of vacancies exist in the RPF. Though the process of recruitment of has already been initiated, the Committee felt that in the first place, such a large number of vacancies should not have been allowed to occur. The Committee desired that the recruitment process of security personnel be expedited, especially in light of the fact that they have to undergo extensive and intensive training before being made available to the Railways.

20. The Ministry of Railways in their action taken note have stated as under:

"All recruitment formalities have been completed for filling up 511 vacancies of Sub Inspectors in Railway Protection Force and preparation of final result is under process.

11952 vacancies for Constables had already been notified in 2011. A decision has been taken to enhance the vacancies by 5135. These post notification vacancies have been arisen due to retirement, death and creation of new posts etc. and total vacancies of constable enhanced to 17087. Written examination for filling up of these vacancies of constables is going to be held on 16th, 23rd, and 30th June 2013 in 15 cities all over the country."

21. The Committee note that the Ministry has conducted a series of examinations for filling up vacancies in the Railway Protection Force (RPF). The Committee wish to remind the Ministry that they need to augment their efforts at recruiting since there is a long time gap between recruitment and personnel actually being made available to the Railways since there is requirement for extensive and technical training. The Committee suggest that the Ministry can explore options such as enabling deputations of security personnel from other similar forces as a temporary measure. At the same time, recruitment procedures need to be streamlined and expedited and all the vacancies are needed to be filled up in a given time frame. The Committee would like to be informed about the action taken in this regard expeditiously.

CHAPTER-II

RECOMMENDATIONS/OBSERVATIONS WHICH HAVE BEEN ACCEPTED BY THE GOVERNMENT

Recommendation (Para No. 1)

The Committee note that separate guidelines to govern 'passenger amenities' were issued by the Railways for the first time in 1952, which defined amenities as 'basic amenities' and 'additional amenities'. These guidelines were revised for the first time in 1995, which sought to expand the scope of the amenities provided. Subsequently, when certain deficiencies were noticed, the guidelines were revised in 1999, 2003 and 2007. The Committee further note that on-board minimum facilities to be provided to passengers have also been notified by the Railways. The Committee are of the opinion that since passenger service is the direct interface of Indian Railways with the passengers, passenger amenities should be given a special focus by the Railways. The Committee are of the opinion that the aspirations of the travelling public have undergone a sea change since the first guidelines on passenger amenities were formulated in 1952, with greater expectations for better passenger services. The Committee, therefore, desire that the guidelines for providing passenger amenities should be updated and reviewed regularly so that amenities can be upgraded, commensurate with the development of latest technologies and innovations in hospitality so as to fulfill the increased aspirations of the travelling public.

Reply of the Government

Passenger amenities at stations are provided in accordance with comprehensive guidelines issued to Zonal Railways which specify the level of amenities to be provided at each category of stations. Upgradation of passenger amenities at stations is a continuous process and the norms for provision of passenger amenities at various categories of stations which includes Minimum

Essential Amenities, Recommended Amenities and Desirable Amenities are reviewed periodically. After a thorough review by a Committee of Executive Directors in 2011-2012, Railway Board issued revised guidelines in September 2012 after taking into account the technological developments, growth in passenger traffic and the requirements / expectations of the travellers within the overall financial context of Indian Railways. Accordingly, Zonal Railways have been advised to upgrade the amenities at stations. In addition, identification of stations has also been done for development under the Adarsh station Scheme. Adarsh station Scheme prescribes conforming to ethnic ethos, quick entry and exit of passengers, smooth entry from the civil road to station premises, better signage, wider foot-over-bridges, etc.

Recommendation (Para No. 3)

The Committee understand that passenger amenities have been classified into three categories, viz. 'minimum essential amenities', 'recommended amenities' and 'desirable amenities'. Further, it is noted that whereas 'minimum essential amenities' are required to be provided at all stations at all times, recommended and 'desirable amenities' are based on the volume of passengers handled, funds available and relative priority of works. The Committee are of the opinion that since 'recommended' and 'desirable amenities' are considered suitable for improvement of customer satisfaction and the interface at stations, the Railways have to take steps to ensure that the 'recommended' and 'desirable amenities' are extended to a larger number of stations. The Committee further recommended that the Ministry should ensure thorough stringent and regular monitoring at all levels, that slippages in the amenities provided do not occur.

Reply of the Government

Detailed instructions to Zonal Railways on the provision recommended scale of amenities and 'desirable' amenities are already in place. Minimum

Essential Amenities are provided at all stations but the scale and quantity of amenities such as taps, benches, platform shelter, etc., commensurate with the actual peak passenger traffic dealt at the station are provided as per the norms of recommended scale of amenities. Hence, the provision of actual quantity of amenities is based on the traffic as per prescribed norms. Further, in order to enhance the customer satisfaction and interface process at the station desirable amenities for different category of stations are also provided. Amenities at the stations are regularly upgraded as volume of traffic and earning increases. As per the latest categorization based on the earnings of 2011-12 254 stations have already been recategorized to higher categories and therefore upgraded passenger amenities shall be provided according to their classification. In addition, the stations for further identified under the Adarsh Station Scheme for provision of upgraded passenger amenities including recommended and desirable amenities.

A well defined system of inspections for monitoring passenger amenities is already in place on Indian Railways. Officers belonging to each tier of the hierarchy inspect stations at prescribed intervals with a view to ensuring proper functioning of the stations at periodical intervals at various levels i.e., the station level, the Divisional and the Headquarters level. Apart from the above, Multi-disciplinary Service Improvement Groups (SIGs) have been constituted at the Zonal, Divisional and Station Level for inspecting the stations jointly as per prescribed schedule. During inspections special attention is given to proper functioning of the amenities provided at the stations and remedial action is taken on the deficiencies noted during the inspections. The efforts of various departments in this regard are synergized at DRM and General Manager Levels.

Recommendation (Para No. 4)

The Committee find that under the extant guidelines, the Railways have categorized their entire 8241 stations into 7 categories (A1 and A to F) on the basis of passenger earnings, volume of passengers handled, relative importance of the station based on its geographical/tourist/historical value and

the availability of funds. The yardstick for providing amenities is based on the classification of stations which is linked to the annual passenger earning. The Committee are of the view that financial earnings should not be the sole basis for classification of stations; other factors like historical and cultural importance, geographical location, etc. also need to be taken into account while deciding on the categorization of a station. Similarly, there also exist other categories like industrial hubs, ports, agricultural/horticultural production centres, educational/professional institutions in remote areas, etc., from where there may be a large travelling public. Such stations should also benefit from increased amenities since they are used by a very large number of passengers during peak hours or peak seasons. The Committee, therefore, recommends a revision of the existing categorization of stations so that it is not based solely on the annual passenger earnings. The relative importance of the station keeping in view of the aforementioned factors may also be duly considered while making such classification. The Committee would like to be kept apprised of the steps taken in this regard.

Reply of the Government

While the general categorization of stations is based on passenger earnings, Indian Railways take into account the nature of traffic at the station for its categorization. For example, stations with large volume of suburban traffic are categorized as "C" category stations irrespective of their earnings. This is to provide amenities which are suitable for handling large numbers of passengers belonging to the intra-urban and suburban segments who essentially commute from their place of residence to their place of work. Further, General Managers have been empowered to categories stations of Tourist importance and large junction stations as "B" category stations so that amenities commensurate with the importance of the station are provided irrespective of the earnings of such stations. Based on a review, Indian Railways have categorized 8495 stations in 7 categories on the basis of passenger earnings, the volume of passengers handled, etc. For provision of passenger amenities at stations, earnings is not the

sole criteria. Passenger amenities like recommended amenities at stations are provided on the basis of actual volume of passenger handled at those stations. In addition, the stations belonging to various categories are also identified for up gradation under the Adarsh station scheme to provide upgraded passenger amenities.

Comments of the Committee

Please see recommendation at Para No. 9 of Chapter I

Recommendation (Para No. 5)

The Committee are constrained to note that a majority of stations of the Indian Railways, i.e., 6301 or 77 per cent of the 8241 stations fall in the 'E' and 'F' category of stations. This effectively means that they receive the least amount of passenger amenities even though they are used by a larger number of people. These stations are generally located in rural areas or in remote locations or are halt stations. The Committee are of the opinion that since there are fewer originating trains and since stoppages of trains are for very less duration, passenger earnings may not be very high at these stations. As a result, these stations are deprived of most of the benefits even though they are used by a very large number of passengers. Taking into account the social responsibility of the Railways, the Committee opine that reasonable amenities should be provided at all stations. Hence the Committee recommend that at least basic facilities like platform shelter, proper seating, toilets, lighting, fans, FOB, waiting hall, water coolers, public address system, etc. should be made available at 'E' and 'F' grade stations on a priority basis. They also feel that the Ministry should chalk out an action plan to improve/upgrade the amenities at these stations in a time bound manner so that maximum number of passengers can benefit from them.

Reply of the Government

Though the earnings from 'E' & 'F' category stations is not substantial, all minimum essential amenities have already been provided at all 'E' and 'F'

category of stations. Amenities such as booking facility, drinking water arrangements, waiting hall, seating arrangements, platform shelter, urinals, latrines, rail level platform, lighting, fans, time table display & clock are provided at 'E' category stations. Amenities such as booking facility, drinking water arrangements, waiting hall, shady trees, rail level platform, time table display & clock are provided at 'F' category stations. In addition, some of the "E" category stations have been identified for up gradation under the Adarsh station scheme.

Comments of the Committee

Please see recommendation at Para No. 9 of Chapter I

Recommendation (Para No. 7)

The Committee further find that no timeframe has been set for providing amenities on various categories of stations. Though the augmentation / enhancement of amenities is a continuous process and is dependent on demand and availability of funds, yet there should be a timeframe for providing the 'minimum essential', 'recommended' and 'desirable amenities' at all stations. The Committee feel that chalking out a time frame in this regard would prevent slippages and ensure effective enhancement of the amenities provided, besides instilling a sense of urgency in those responsible for promoting and executing such works.

Reply of the Government

Category of stations has been revised w.e.f. 1.4.2013 based on the annual Passenger earnings of the station for the year 2011-12, thereby requiring to revise the Minimum Essential Amenities (MEA) and enhancement / augmentation of amenities at these stations. While the provision of Minimum Essential Amenities (MEA) as per revised category of stations is targeted by 31.03.2016, provision of the 'desirable' and 'recommended' amenities as per revised category of the station in a limited timeframe is not feasible, due to limitation of funds and

inter-se priority of works. However, the recommendation of the Committee is noted and Indian Railways would strive to provide the required amenities at the earliest, subject to availability of funds.

Recommendation (Para No. 8)

The Committee find that on occasions, certain amenities, whether at stations or in trains, are not functional or not provided at all, irrespective of the fact that it is a minimum essential amenity. At the same time, passengers are also not aware of the facilities/amenities that are actually sanctioned or available at a particular station. The Committee, therefore, desire that the category of station as well as the amenities that are sanctioned and available for that particular station should be prominently displayed at the station concerned. Further, contact number of the nodal appellate authority should be prominently displayed in the station for redressal of the grievances of the passengers. The Committee are of the firm belief that such an action will bring public awareness and galvanize officials into proactively providing/maintaining the entitled amenities to the travelling public.

Reply of the Government

The present comprehensive instructions already prescribe that at each station, a list shall be displayed in the station manager/station master's room showing the quantum of minimum essential amenities required to be provided for that category of stations as per guidelines, vis-à-vis the amenities actually available. Zonal Railways have also been instructed under the guidelines that the details of other amenities available at the station should also be displayed. Indian Railways has well organized public grievance Redressal machinery for ensuring prompt action on any complaint relating to inadequacy of passenger amenities at the stations. The Additional Divisional Railway Manager is the nodal officer at the Divisional level who can be approached for Redressal of grievances relating to that division. The number and name of the person to

whom the grievance can be addressed are displayed at the stations as well as in the Zonal Railway time-table.

Recommendation (Para No. 11)

The Committee have been informed that the Railways have formulated a well developed system of monitoring the availability and maintenance of passenger amenities. They have been apprised that amenities are periodically and intensively inspected at station, divisional and headquarter levels regularly. The Committee wish to emphasize that it is only through effective monitoring that authorities can detect deficiencies and slippages and take consequent remedial action in a far more efficient and expeditious manner. They are also of the opinion that there should be synergy between each tier of the hierarchy to ensure proper functioning at stations and maintenance of passenger amenities.

Reply of the Government

To begin with, Zonal Railways undertake a survey to confirm the availability of minimum essential amenities all stations as per their category and provide the amenities as per the prescribed scale. For the purpose of sustaining the amenities, a well defined system of inspections for monitoring passenger amenities is already in place on Indian Railways. Officers belonging to each tier of the hierarchy inspect stations at prescribed intervals with a view to ensuring proper functioning of the stations at periodical intervals at various levels i.e., the station level, the Divisional and the Headquarters level. Apart from the above, Multi-disciplinary Service Improvement Groups (SIGs) have been constituted at the Zonal, Divisional and Station Level for inspecting the stations jointly as per prescribed schedule. During inspections special attention is given to proper functioning of the amenities provided at the stations and remedial action is taken on the deficiencies noted during the inspections. The efforts of various

departments in this regard are synergized at DRM and General Manager levels. The results of the SIG inspections are monitored at the Railway Board level periodically in order to ensure that remedial action is taken promptly on the deficiencies noted during the inspections.

Recommendation (Para No. 15)

The Committee note that the scheme of Adarsh Stations was started in 2009-10 to focus on the improvement of amenities at stations in areas such as ticketing, circulating area, signages, adequate lighting, etc. So far, 845 stations have been selected for development as Adarsh Stations. The Committee, however, find that in spite of considerable passage of time, only 441 stations, i.e. only around 50 percent of the stations have so far been developed as Adarsh Stations. The Committee are very unhappy with this tardy progress and emphasise that the very purpose of the scheme gets defeated if there are delays in its execution. The Committee, therefore, recommend that the remaining stations should be developed urgently to benefit the traveling public.

Reply of the Government

980 railway stations have been identified up to 2012-13 for development under 'Adarsh' station scheme. Against this, 732 stations have been developed so far under this scheme. Stations development under this scheme is a continuous process and is subject to availability of funds. Zonal Railways have been asked to make all out efforts to achieve the targets.

Recommendation (Para No.18)

The Committee note that ticketing in the Indian Railways is done through Passenger Reservation Ticketing System. The Committee appreciate the fact that given the wide reach of the Indian Railways, about 8900 PRS cum UTS counters are currently in operation. The Committee, while commending the initiative of

the Ministry to make PRS tickets available at non-rail head locations through postal staff, district administrative staff and defence staff, suggests that the ministry can also explore making available non-conventional methods such as mobile ticketing vehicles etc. to remote/rural locations, etc. The Committee note that while ATVMs would ease the congestion at ticket counters, yet only 626 ATVMs have been commissioned so far and these are mostly located in metropolitan centres. The Committee desire that greater number of ATVMs be procured which should be placed at various locations frequented by passengers which would ease the rush of passengers at counters.

Reply of the Government

As a pilot project, two mobile vans were introduced, one each at Kolkata and New Delhi. Further 25 mobile ticketing vans for issue of PRS tickets at a cost of Rs.55.27 lakh have been sanctioned. Out of these, three mobile vans have been commissioned at Vapi, Jaipur & Anand.

811 ATVMs have been installed and commissioned and further approx. 90 ATVMs are under process of installation. 1400 more are under procurement. Further it is planned to procure 3600 ATVMs.

Recommendation Para No. 20)

The Committee are glad to note that the Railways sanction a total of Rs.6 lakh for PRS and Rs.7 lakh for each UTS location to provide requisite infrastructure to them. The Committee wish to point out that the staff manning the Railway counters play a vital role in shaping the customer friendly image of the Railways. Hence, there is need for proper training and improving the working conditions to ensure that the staff manning these counters have updated information and are efficient and courteous in their approach while dealing with passengers.

Reply of the Government

A system of training to the staff manning the counters on Indian Railways already exists and the staffs are sent for formal training on recruitment/appointment. Further, on promotion to the next level, they are provided with refresher courses. Refresher courses are also arranged whenever need arises for such training. In addition to the usual training courses, the frontline staff of Indian Railways are also provided with customer care training which was being imparted at Customer Care Institute, Delhi Kishanganj by hiring an appropriate consultant. It has now been decided that this training should henceforth be imparted at New Delhi, Howrah, Mumbai and Secunderabad. Accordingly, Northern, Eastern, Central and South Central Railways were nominated for imparting customer care training at these locations. While Central Railway has already initiated training, the other railways are under process of hiring of consultants through tender process. The recommendation of the Committee has been communicated to all the Zonal Railways so that the requisite training is ensured in the Zonal Training Centers also.

Recommendation (Para No.21)

The Committee note that as per New Catering Policy of the Indian Railways, emphasis has been laid on ensuring the quality of food served on Railways. The Committee have already presented the 15th Report on the 'New Catering Policy 2010 of the Indian Railways', where the subject has been discussed in detail. The Committee desire the Railways to give top priority to the catering facilities.

Reply of the Government

It is a continuous endeavor of the Indian Railways to provide good quality hygienic food to Railway passengers. Accordingly, a new catering policy, 2010 has been introduced on 21.07.2010 with a mandate for effective quality

assurance programme, wherein ISO 22000 standards are to be progressively implemented for major contracts/units. The instructions already exist to use good quality raw material and branded products to ensure quality and hygiene of the food served to the travelling passengers. Supervision and monitoring have been strengthened through a mechanism put in place by deploying railway personnel, who check quality and hygiene and take corrective action in time bound manner. A centralized catering services monitoring cell has been set up in Board's office having a toll free number 1800-111-321 for prompt redressal of the passenger grievance related to the catering activities for real time assistance to travelling public. Since the opening of catering complaint monitoring cell 498 complaints (till 30.04.2013) have been received and among them 473 complaints have been disposed off. Further, on the same pattern, catering monitoring cells have been set up at zonal and divisional level for daily monitoring of the catering activities. Continuous monitoring through all these is being ensured. If any irregularity is found punitive actions like imposition of fine, warning, suitably advised and termination of contract etc are taken by the railways according to the gravity of offence/ irregularity.

Recommendation (Para No. 22)

The Committee observe that the many complaints regarding passenger amenities relate to the lack of safe drinking water at stations and on trains. Though the Railways have made certain arrangements, they are generally not felt to be adequate or well maintained. The Committee during their visit to Allahabad Station, had found the drinking water area to be very unhygienic. At the station, bottled water was available but priced very high which may be beyond the reach of the ordinary passengers. The Committee, therefore, recommend that the Ministry should lay special emphasis on making clean drinking water available to all category of passengers. The Committee also suggest that sources of water

should be placed centrally on platforms and proper signages displayed. Moreover, in summer months, arrangements must be made to ensure that cold drinking water be made at all stations, irrespective of the category. The Committee also desire that the Ministry take special care to ensure that the water provided is free from disease causing bacteria, contaminants, etc. by way of regular quality checks and providing RO Plants, etc.

Reply of the Government

Indian Railways has been trying its best to provide packaged drinking water bottles (Rail Neer and other shortlisted packaged drinking water duly approved by Bureau of Indian Standards) at affordable prices to the travelling passengers on trains and at stations. However due to some unavoidable conditions such as increase in cost of raw materials, electricity, fuel, transportation manpower etc. the price of the packaged drinking water has been increased to Rs. 15/- per bottle (1 litre). In addition to this, in order to provide packaged drinking water to the passengers at affordable prices 500 ml bottles priced Rs.10 each are been produced at Nangloi plant. However CCM/NCR has been instructed to take necessary action to check overcharging of Package Drinking Water (PDW) at Allahabad station.

Drinking water has been made available at all railway stations on Indian Railways. During summer season, where there is a water scarcity and existing sources are found inadequate to meet the water requirement at stations, water supply is obtained through tankers. Water is suitably treated, as per requirement, to make it fit for drinking purpose. Placing the source of water centrally may deprive a large number of on board passengers of this essential amenity as they may not avail of this facility during short duration of halt of trains at the stations. Therefore, instructions exist for placing drinking water facility at locations most convenient to passengers.

As per the extant policy guidelines of Railway Board, water coolers are provided on those stations which deal with an average 1000 passengers or more

(inward and outward) per day. Water coolers have accordingly been provided. Further, there are 22 water coolers at 10 platforms of Allahabad Junction Railway station and all these water coolers are in working condition.

The Health and Malaria Inspector carries out periodic Residual Chlorine and bacteriological tests. If any deficiency is found, then Engineering Department is informed. For testing Residual Chlorine, the Health and Malaria Inspectors are equipped with chloroscopes. For bacteriological fitness, the samples are sent to laboratories.

Recommendation (Para No.23)

The Indian Railways cover more than 8000 stations and more than 1.4 lakh people avail of the services at stations and trains daily. Therefore, it is of vital importance that cleanliness, hygiene and sanitation be properly maintained at all times and strictly monitored at all levels. The Committee are of the view that cleanliness of stations and trains in Indian Railways is far from satisfactory and is a major area of concern. While recognizing the fact that the massive size of the Railway network makes it a Herculean task to physically check each and every station, the Committee are of the view that the Ministry can set up special inspection teams at all levels to carry out random/surprise checks at stations and suggest corrective measures wherever required. The Committee would also like to suggest that the Railways should also consider involving private agencies who have expertise in this field through the PPP initiative.

Reply of the Government

Cleanliness is a continuous process and all out efforts are being made to ensure a satisfactory level of sanitation at stations. Moreover, the varied clientele at railway stations, the social mores and civic sense of the users and environment in the city where the station is located together result in the conditions prevailing at the railway stations. With a view to improve the standard of cleanliness in

Railway premises, a number of initiatives have been taken which include introduction of mechanized cleaning, provision of washable aprons, provision of 'Pay & Use' toilets, special drives etc. Contracts are given for supply of machines like scrubbers, high pressure jet cleaners, mops, etc. Periodic contracts for rag picking and garbage disposal are also awarded. Besides this, there is a long established system of conducting inspections by various officials at the railway stations to monitor cleanliness. These inspections range from the level of supervisors to senior officers. The purpose of inspections is not only to ensure regular cleanliness but also to identify weak areas and take remedial measures. Various railways also undertake drives from time to time. However, the recommendation of the committee has also been forwarded to zonal railways to take necessary action.

To improve upon the cleanliness and hygiene in the trains including coaches and toilets has been a high priority area for Indian Railways. Railways have taken a number of steps to improve cleanliness standards in coaches.

(i) Intensive mechanized cleaning of coaches in the coaching depots, through professional agencies, is being carried out. Heavy duty machines such as high pressure jet cleaners, floor scrubbers, vacuum suction cleaners etc. are deployed for the purpose. This has already been implemented in 95 coaching depots on different Zonal Railways. This mechanized cleaning is continuously being expanded to cover more number of coaches and in the near future more coaching depots are planned for implementation of this scheme.

(ii) On Board House Keeping Scheme (OBHS): On Board House Keeping Scheme (OBHS) has been prescribed in all Rajdhani, Shatabdi, Duronto & other important long distance Mail/Express trains for frequent cleaning of coach toilets, doorways, aisles & passenger compartments during the run of the trains. This scheme has been implemented on about 385 pairs of trains. More trains are planned for coverage under this scheme.

(iii) Clean Train Stations scheme: Clean Train Stations scheme has been prescribed for limited mechanized cleaning attention to identified trains during

their scheduled stoppages enroute at nominated "Clean Train Stations" with focus on cleaning and disinfecting of toilets, doorways and aisles. 32 CTS are functional across Indian Railways. 8 new CTS have recently been nominated by Railway Board at Shoranur & Chennai in SR, Raigada in ECoR, Raipur in SECR, Malda Town in ER, Lucknow Jn. in NER and Renugunta & Secunderabad in SCR in compliance to Budget commitment by Hon'ble MR.

Besides, regular checks/inspections are also carried out at various level to monitor the level of cleanliness in coaches.

Recommendation (Para No. 26)

The Committee observe that the response of 'pay and use' toilets in larger stations has been good. However, in small and medium stations, there have been limited response to them. The Committee would like to suggest to the Ministry to try and involve local agencies in running the 'pay and use' toilets which may lead to a better response. The Railways take up in right earnest the setting up of environmentally viable/green toilets at stations. Toilets should be located at convenient locations at the platform with proper signages and are well lighted. Moreover, attendants should always be present in them to ensure that proper cleanliness is maintained. Railways should attempt to educate the public about the importance of cleanliness and proper sanitation at stations either through publicity or by levying light fines, etc. which act as a deterrent to open defecation/urination in and around station premises.

Reply of the Government

The toilets at railway stations are not only used by the bonafide passengers but also by a large number of outsiders who get access to the railway stations and yards owing to the open nature of railway system. More and more toilets at railways stations including that of small & medium station are brought under the purview of 'Pay & Use' toilets. At present, more than 850 stations are

provided with normal 'Pay & Use' toilets and more than 30 stations are provided with Deluxe 'Pay & Use' toilets on Indian Railways. Any lack in proper maintenance and cleanliness of 'Pay & Use' toilets is taken up seriously and punitive action is taken against the contractor accordingly. Cleanliness awareness campaigns are also launched for education of the rail users to ensure a satisfactory level of cleanliness at railway stations. Rules under the Railways Act 1989 has been duly framed vide Gazette Notification dated 26.11.2012 to penalize the persons affecting cleanliness & hygiene at Railway premises. However, the recommendation of the committee has also been forwarded to zonal railways to take appropriate action.

Recommendation (Para No.27)

The Committee laud the initiative of the Ministry in setting up of a mechanized laundry in Mumbai under the Central Railways. Passenger response to this initiative has also been found to be satisfactory. The Committee recommend that the Railways should set up more mechanized laundries in future to phase out the system of manual washing of linen. The Committee would like to be kept apprised of the status regarding the establishment of the new proposed mechanized laundries.

Reply of the Government

To improve upon the quality of washing of linen supplied to the passengers in trains, Indian Railways have identified 64 major coaching depots locations for setting up of mechanized laundries on railway land. 20 such laundries have been commissioned so far. Action is underway for commissioning laundries at other identified coaching depots/locations. 8-10 mechanised laundries are planned to be set up in current year.

Recommendation (Para No.28)

The Committee note that currently the security of the Indian Railways is being handled by the Government Railway Police, District Police and the Railway Protection Force. Further, the Committee note that in order to consolidate more powers and responsibility with the RPF, the Ministry have moved a proposal for amendment in the RPF Act, which would enable the RPF to replace the GRP in the passenger area. The Committee feel that this is a positive step as security matters should be consolidated and handled by a single agency which would result in quicker reaction time in case of emergencies and also avoid inter-agency issues.

Reply of the Government

At present, a three tier security system comprising of District Police, Government Railway Police (GRP) & Railway Protection Force is prevailing over railways as under-

District Police: Security of tracks, bridges and tunnels over Indian Railways.

(ii) Government Railway Police (GRP): A wing of State Police responsible for prevention and detection of crime and maintenance of law and order in station premises and trains. 50% of the cost of Government Railway Police is borne by the Railways and the balance is paid by the State Government concerned.

(iii) Railway Protection Force (RPF): Protection and security of Railway property, passengers and passenger area and matters connected therewith. RPF functions under Ministry of Railways.

As per provisions of the Railway Protection Force Act 1957 (23 of 1957) (RPF Act), the security of passengers and passengers area is the responsibility of RPF. However, requisite legal powers are not available with the Railway Protection

Force (RPF) to deal with passengers related offences. It has become a major hindrance in effective functioning of RPF.

Standing Committee on Railways in their Fifth Report presented during examination of RP (UP) Amendment Bill recommended for "giving more powers to the Railway Protection Force relating to the security and Property of passengers as well." In the budget speech 2010-11, the then Hon'ble MR pronounced that "Railways will bring a comprehensive bill for providing security

to our passengers" and in budget speech 2011-12 it was conveyed to the parliament that "A comprehensive bill has been drafted to empower RPF to deal with passenger related offences and it is likely to be placed before parliament soon."

It has, therefore, been proposed to amend the RPF Act to empower RPF to deal with passenger offences. It will lead to a 2-tier security system on Railways – RPF and District Police – from presently prevailing 3-tier security system of RPF, Government Railway Police (GRP) and District Police. RPF will have legal powers within passenger area. Beyond passenger area, State Government will continue to ensure security on Railways. It will also be in larger public interest being a passenger friendly and cost effective measure as there will be no jurisdictional problems and duplicity of resources. Railways pay 50% cost of GRP. Savings from expenditure incurred by railways on GRP will be utilized for strengthening of RPF.

The proposal to amend the RPF Act to empower the RPF to deal with passenger related offences in the passenger area has been concurred and approved by the Ministries of Home Affairs and the Law & Justice. As advised by the cabinet Secretariat, comments of States have been solicited on the above proposal. Comments have been received from 19 States and comments are awaited from remaining States. On receipt of the same, comments of States will be incorporated in the Cabinet Note and remitted for consideration of the cabinet.

CHAPTER-III

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

Recommendation (Para No.2)

The Committee find that certain on-board minimum facilities to be provided to passengers have been stipulated by the Railways, which include internal fittings, such as lighting, fan, comfortable seats and toilets and external fittings like display board, reservation charts, etc. The Committee are of the view that amenities both at the station and on-board, are of paramount importance and that the Railways should take steps to upgrade and augment them regularly.

Reply of the Government

Passenger amenities at station are provided in accordance with comprehensive guidelines issued to Zonal Railways which specifies the level of amenities to be provided at each category of stations. On the recommendation of the Committee of Executive Directors to review the norms for provision of passenger amenities at stations, detail instructions have been issued to Zonal Railways in September, 2012 which interalia includes revised category of stations, provision of adequate number of water taps, water coolers, solar energy technology for improved lighting, platform shelters, escalators/elevators, ramp, standard signage, washable aprons, Foot Over Bridge at crossing stations, coin-operated ticket vending machines and passenger-operated touch screen enquiry terminals. Further, up gradation of Passenger Amenities is also undertaken through the scheme of Adarsh Stations which is based on the identified need for upgradation of passenger amenities at the identified stations.

Recommendation (Para No.6)

The Committee note that besides having comprehensive guidelines defining the quantum of amenities to be provided at each category of stations, the Railways have also identified key areas to concentrate their efforts at providing passenger amenities at various stations. The Committee are of the view that if these identified amenities, such as platforms of adequate length, drinking water, toilets, seating arrangements, lights, fans, information display and booking are provided at all stations, it would benefit a larger number of stations, irrespective of their categorization. Therefore, the Committee would like to emphasize that the Ministry should ensure that at least the key amenities that have been identified by the Railways should be provided to each and every station, in a phased manner.

Reply of the Government

The existing policy guidelines for provision of passenger amenities at stations provides for the following key amenities which are termed as minimum essential amenities at all stations - Booking facility, drinking water facility, waiting hall, platform shelter, platforms of prescribed height, lighting, time table display and clock at all categories of stations. Further, seating arrangements urinals/toilets and fans are also provided at all stations except the contractor operated halt stations. Instructions have been issued to Zonal Railways to ensure the availability of minimum essential amenities as per the revised scale prescribed in September, 2012.

Recommendation (Para No.12)

The Committee further find that in addition to the above monitoring, the Ministry have also set up Multi-Disciplinary Services Improvement Groups

(SIGs) at the zonal, divisional and station levels for inspecting the stations jointly as per prescribed schedule. The mandate of these groups is to give special attention to the proper functioning of the amenities provided and prompt remedial action taken in regard to the deficiencies noted. Any further augmentation needed in amenities is also recommended by these groups. The Committee appreciates this initiative by the Railways to strengthen the monitoring mechanism and urge them to increase the frequency of such inspections.

Reply of the Government

The suggestion has been noted and the SIG inspection schedule shall be reviewed based on the recommendation of the Committee.

Recommendation (Para No. 13)

The Committee, on their visit to the Allahabad Railway Station had found that despite the fact that it was such an important station that sees heavy footfalls, yet the condition of the waiting room and drinking water areas left much to be desired. The Committee strongly feel that without proper monitoring of the sanctioned amenities, slippages are bound to happen and passengers would have to put up with sub-standard amenities. The Committee feel that regular visits of senior officers shall keep the authorities at the stations alert to their duties and responsibilities.

Reply of the Government

Based on the observations noted during the visit of the Standing Committee on Railways to Allahabad in May, 2012, North Central Railway has taken necessary action on various items such as improvement of cleanliness of the station, provision of adequate number of dustbins, improvement to the ladies

waiting room, improvement to the toilets in the waiting room, action to eliminate water-logging in the waiting hall, provision of fly catchers, etc. Further, North Central Railway has been advised to ensure regular inspections of the station so that the officials at the station are alert in discharging their duties and responsibilities.

Recommendation (Para No.25)

The Committee further note that the Railways have envisaged On-Board House Keeping Services (OBHS) in all Rajdhani/Shatabdi/Duronto and important mail trains. They, however, find that out of the identified 596 identified pairs of trains, this scheme is operational in only 385 pairs of trains. The Committee desire that the Ministry bring more stations and trains under this scheme expeditiously.

Reply of the Government

On Board House Keeping Scheme (OBHS): On Board House Keeping Scheme (OBHS) has been prescribed in all Rajdhani, Shatabdi, Duronto & other important long distance Mail/Express trains for frequent cleaning of coach toilets, doorways, aisles & passenger compartments during the run of the trains. This scheme has been implemented on about 385 pairs of trains. Around 200 more trains are planned for coverage under this scheme.

OBHS is being provided on identified Mail/Express trains satisfying laid down parameters such as journey time/period, coach type etc. Zonal Railways identify additional trains for provision of OBHS scheme, as per requirements which is an ongoing process.

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.9)

The Committee finds that passenger amenities are not provided by a single department but rather by multiple departments of the Railways. The Committee is not fully convinced of the rationale proffered by the Railways that since each department has technical and professional expertise, it would be better equipped to provide a certain amenity. The Committee would like to stress that a single nodal department should be entrusted with the task of providing passenger amenities both at the stations and on-board to ensure a faster and more efficient delivery mechanism. Having a nodal department for passenger amenities would obviate the need for time consuming inter-department coordination and also avoid duplication. The Committee, therefore, recommends that the Ministry should explore avenues whereby a separate department may be created at both apex and zonal levels to cater specifically to passenger amenities. The Committee would like to be kept apprised of the action taken in this regard.

Reply of the Government

The range of passenger amenities made available at the stations and on board is extensive and intrinsically involves the role of Civil Engineering, Electrical Engineering, Telecom and Commercial branches of the Railway system. Further, on board services are provided by the Mechanical Engineering, Electrical Engineering and the Commercial branches. Each wing of the Railway organization has the requisite technical and professional capability for providing and sustaining specific passenger amenities and services. However, within the multi-disciplinary Railway system the Divisional Railway Manager/Additional Divisional Railway Manager perform the nodal role of coordinating the output

from various branches for ensuring the quality and scale of amenities prescribed. At the Zonal Railway level, the General Manager/Additional General Manager are responsible for bringing out the synergy from the cross-functional teams at the headquarters level. The inter-departmental coordination at the divisions and the headquarters are ensured by the General Managers and Divisional Railway Managers respectively.

Comments of the Committee

Please see recommendation at Para No. 12 of Chapter I

Recommendation (Para No.10)

Further, the Committee find that funds are allocated under the plan head of 'passenger amenities' and no separate allocation is made for different categories of passenger amenities within this head. The Committee are of the opinion that if separate allocations are made for each of the categories, fund utilization would be more transparent and the progress of passenger amenities would be better monitored. They, therefore, recommend that the Ministry should set both physical and financial targets for each item of passenger amenities instead of having a common head.

Reply of the Government

Funds allotment for various categories / works of passenger amenities are done keeping in view the requirement, progress of work and inter-se-priority of works. Progress (physical & financial) of various works under passenger amenities are monitored at various levels in Railways. However, the suggestion has been noted.

Comments of the Committee

Please see recommendation at Para No. 15 of Chapter I

Recommendation (Para No. 14)

The Committee note with concern that during 2009-10 and 2010-11, the funds allocated for passenger amenities have not been fully utilized by the Railways. Though the estimates were revised downwards from Rs.1102 cr. to Rs.923 cr. and from Rs.1302 cr. to Rs.998 cr. during 2009-10 and 2010-11, respectively, yet the actual achievement was far lower, at Rs.906 and Rs.911 crore, respectively. The Committee fail to appreciate the reasons for the same which have been stated by the Ministry, i.e, the slower pace of replacement/renovation works of passenger amenities by some Zonal Railways. The Committee desire that projects taken up for passenger amenities may be given priority and targets/projects identified should be completed within the stipulated time period.

Reply of the Government

The Committee's recommendation has been noted.

Comments of the Committee

Please see recommendation at Para No. 18 of Chapter I

Recommendation (Para No. 17)

The Committee are constrained to note that out of the 196 Multi Functional Complexes (MFCs) taken up for development only 21 have been completed so far. The Committee are aware that the mandatory requirement of Cabinet approval for all long term leasing of government land introduced since March 2011 is a constraint, and urge the Ministry to apprise the Cabinet of this constraint and the adverse effects of such an action on providing enhanced passenger amenities. The Committee, at the same time, fail to appreciate the fact that a large number of agencies are involved in this scheme and wish to be apprised of the reasons for this multiplicity of agencies.

Reply of the Government

To Kick start the work of Multi Functional Complexes (MFCs) announced in Railway Budget 2009-10, a few MFCs were assigned to M/s RITES & RVNL and Zonal Railways in addition to M/s IRCON & RLDA, who as per Budget pronouncement were required to develop MFCs. Subsequently, major assignment of the construction of MFCs has been entrusted to RLDA only.

Cabinet Secretariat vide their F.No. 511/2/1/2010-Cab.III dt. 30.07.2012 have given relaxation for development and use of Railway land by RLDA as per provision of Railway Amendment Act,2005 and the Rules framed there under and in accordance with the prevalent policies and guidelines of the Railway Ministry and the Government. Accordingly RLDA has started bidding process for development of MFCs. So far 41 MFC buildings have been completed by IRCON & Zonal Railways and they have also started process for leasing for their operation.

Recommendation (Para No.24)

The Committee also noted that the Railways, by way of new initiatives, have introduced limited mechanized cleaning at 'Clean Train Stations'. Though the initiative is certainly laudable, yet the Committee were distressed to find that only 29 stations have been identified as 'Clean Train Stations'. The Committee are of the opinion that this is an abysmally small number to cater to the large number of trains that are being operated on the Railway network. The Committee desire that more stations should be brought into the ambit of 'Clean Train Stations' so that trains passing through them can get the benefits obtained from mechanized cleaning.

Reply of the Government

Clean Train Stations scheme has been prescribed for limited mechanized cleaning attention to identified trains during their scheduled stoppages enroute at nominated "Clean Train Stations" with focus on cleaning and disinfecting

of toilets, doorways and aisles. 32 CTS are functional across Indian Railways. 8 more CTS have been nominated by Railway Board in July 2013.

Recommendation (Para No. 29)

The Committee are, however, distressed to note that a large number of vacancies exist in the RPF. Though the process of recruitment of has already been initiated, the Committee feel that in the first place, such a large number of vacancies should not have been allowed to occur. The Committee desire that the recruitment process of security personnel be expedited, especially in light of the fact that they have to undergo extensive and intensive training before being made available to the Railways.

Reply of the Government

All recruitment formalities have been completed for filling up 511 vacancies of Sub Inspectors in Railway Protection Force and preparation of final result is under process.

11952 vacancies for Constables had already been notified in 2011. A decision has been taken to enhance the vacancies by 5135. These post notification vacancies have been arisen due to retirement, death and creation of new posts etc. and total vacancies of constable enhanced to 17087. Written examination for filling up of these vacancies of constables is going to be held on 16th, 23rd, and 30th June 2013 in 15 cities all over the country.

Comments of the Committee

Please see recommendation at Para No. 21 of Chapter I

Recommendation (Para No. 30)

The Committee observe that the Railways are implementing an ambitious integrated security system to strengthen the surveillance mechanism over sensitive stations on Railway network. However, the Committee note with concern that it is still

under tendering in most Zones. The Committee have repeatedly been emphasizing that delays nullify the usefulness of schemes/initiatives. The Committee take a strong view of the delays in the expeditious completion of schemes involving passenger safety and security and urge the Ministry to complete the work related to the integrated security system on a top priority basis. The Committee may be apprised of the same.

Reply of the Government

Integrated Security System (ISS) is being implemented to strengthen surveillance mechanism over 202 sensitive stations of the Indian railways. Above System is being implemented at an estimated cost of Rs. 353crore. The system consists of following broad areas-

- Internet Protocol Based CCTV SYSTEM
- ACCESS CONTROL
- PERSONAL & BAGGAGE SCREENING SYSTEM
- EXPLOSIVE DETECTION & DISPOSAL SYSTEM

Area to be covered under ISS include Entry/ Exit, Circulating area, concourse, platforms, parcel area, washing line, vehicle entry etc. The concept is to have multiple checking starting from entry to the station premises and continuing till the boarding of the train. CCTV system shall be internet protocol based with video analytics and automatic vehicle scanner are being provided at entry gates from where vehicles enter into the station premises.

Above System will become functional at 82 stations over 11 zonal railways in near future as installation is under progress. List of these stations is at **Annexure A.**

Tendering is under process for implementation of the System at remaining zones. Constant monitoring is being done to ensure that speedy implementation of the System by the zonal railways.

Annexure A

Zone	Stations
Northeast Frontier Railway	Katihar, Kisanganj, New Jalpaiguri, Siliguri, Guwahati, Lumbding, Dimapur, Dibrugarh
Southern Railway	Chennai Cnetral, Basin Bridge, Chennai Egmore, Chennai Beach, Mamblam, Tambaram, Tiruvallur, Trichy, Madurai, Calicut, Mangalore (PGT), Trivandrum, Mangalore (TVC), Coimbatore
South Western Railway	Jaipur, Jodhpur, Ajmer, Bikaner
South Central Railway	Hyderabad, Secundrabad and Tirupati
Metro Kolkata	23 Stations
Central Railway	Mumbai CST, Dadar, Kulra, Lokmanya Tilak Terminus, Thane, Kalyan, Pune and Miraj
Northern Railway	New Delhi, Delhi Main, Hazrat Nizamuddin, Shahadra, Tilak Bridge, Sarai Rohilla, Delhi Cantt, Shivazi Bridge, Anand Vihar, Ghaziabad
East Coast Railway	Bhubhneswar, Cuttak, Puri, Vishakhapatnam
West Central Railway	Itarsi, Bhopal
South East Railway	Bilaspur, Raipur, Gondia

Recommendation (Para No. 31)

The Committee note that the Indian Railways have proposed to develop an all-India security helpline for round the clock assistance to passengers during journeys. The Committee urge the Ministry to expedite this process and give wide publicity to increase awareness of this number so that the travelling public can use it to their advantage.

Reply of the Government

Setting up of an "All India Security Help-Line" is under process to provide a unique Help-Line Number to railway passengers for round the clock security related assistance during the journey. This service shall be made available through a unique four digit toll free phone number. Northern railway is the nodal zone for implementation of the work and CRIS is the implementing agency.

Space has been allotted for setting up of call center at 6th Bn, RPSF Campus, Daya Basti. Detailed estimates to the tune of Rs. 4.77 Crore have already been approved. Vide Ministry of Telecommunications & IT letter no. 16-3/2013-AS-III, dated 02.05.2013, 1322 number has been allocated by DOT as Security Help-Line No. Efforts are on for early setting up of Security Help-Line. Detailed estimates to the tune of Rs.4.77 Cr for implementation of the project have been approved by Board Finance and approval has already been conveyed to GM/NR.

CHAPTER-V

RECOMMENDATIONS/OBSERVATIONS IN RESPECT OF WHICH FINAL REPLIES ARE STILL AWAITED

Recommendation (Para No. 16)

The Committee note that 50 stations have been identified to be developed as World Class Stations by resorting to the PPP mode. The intention of this scheme is to harness the real estate potential of land around and the air space above the stations without any additional cost to the Railways. The plan envisages the provision of modern facilities at stations such as food plazas, currency exchange counter, ATM facilities, hotels, car rentals, etc. The Committee, to their utter dismay, find that not a single station has so far been developed as a World Class Station. The reasons forwarded by the Ministry that the implementation of this scheme requires preparation of Master Plan and Feasibility reports first, as well as approval of several local agencies is not acceptable as such aspects should have been factored into the scheme during the formulation stage itself. Extensive and effective consultations with all associated agencies at the time of drafting of the scheme would have eased the road blocks at the initial stages itself, paving the way for faster implementation. The Committee feel that delays in the implementation of the scheme negates the very objective and, therefore, urge the Ministry to take up the work in right earnest so that both the passengers and the Railways are benefited from this otherwise laudable initiative.

Reply of the Government

Railways have been making sincere efforts in the direction of development of world class stations. However, not much headway could be made so far, due to various unavoidable reasons. It is a fact that before such a major project is undertaken, detailed feasibility studies have to be undertaken w.r.t

traffic projections, local bye-laws, feasibility of executing the work under running traffic etc. Apart from Railways own approval of the plans which calls for a careful and thorough examination at various levels, clearances have to be obtained from local authorities e.g. Municipal corporations/Development Authorities w.r.t change of land use, Floor Space Index, need for integrating the development with other modes of transport, capacity of approach roads to handle additional traffic etc. All of this requires extensive, time-consuming discussions/meetings and formal bids for Development Contract can only be invited after at least in-principle approvals are in place.

For instance in the case of New Delhi, discussions regarding the feasibility of implementing the Master plan went on with local authorities (e.g. UTTIPEC) for years, and in the case of Mumbai CST, which is a World Heritage Site, the scheme could not be finalised so far for want of Heritage clearances from UNESCO, and increased FSI and change of land use from Government.

However, with a view to expedite the process of developing world class stations, Railways have, in 2012, set up a separate focussed organisation named Indian Railway Stations Development Corporation Ltd. (IRSDC). Set up as a Joint Venture between IRCON & RLDA, IRSDC has been initially entrusted with 5 of the 50 stations viz. Bijwasan (Delhi), Habibganj (Bhopal), Anand Vihar (Delhi), Chandigarh and Shivaji Nagar (Pune). Strict time lines have been drawn up for the various stages of planning and execution including Consultancy Contracts. Development Contracts for these five stations are targeted for award during the year subject to various approvals. IRSDC shall endeavour to develop the stations by utilizing the commercial potential of land and air space around the stations. IRSDC has recently awarded all consultancy contracts for the 5 stations and studies are in progress. In the Railway budget 13-14, a target of Rs 1000 cr has been fixed for IRSDC.

Notwithstanding the above, provision of modern facilities is being carried out at many of these stations every year, including provision of Multi-functional complexes, ATMs, food plazas, etc as an ongoing exercise.

Recommendation (Para No. 19)

The Committee would also like to stress that reservation of tickets on the internet through the IRCTC website is one of the most convenient modes of passenger reservation. However, it is found generally that the IRCTC website is very slow and considerable time is wasted/consumed in purchasing a ticket through it. While fully acknowledging the fact that the IRCTC website witnesses massive traffic which may be the reason for this, they would like to point out that internet ticketing is not only convenient for the passengers but also helps in decongesting railway counters and eliminates the menace of touts. Therefore, the Committee would like to impress upon the Ministry the necessity of upgrading the capacity of the IRCTC website/servers to enable it to handle greater traffic with a lesser turnaround time. The Committee would also like to be apprised of the steps taken in this direction.

Reply of the Government

Upgradation of e-ticketing capacity is a continuous process to fulfill the increasing demand for e-tickets. The highest ever booking of more than 5 lakh e-tickets in a day has been achieved recently. In the past year IRCTC has upgraded its internet bandwidth as well as installed high capacity servers with upgradation of hardware and software infrastructure further upgradation of hardware and software is in process and is expected to be completed in the current financial year.

NEW DELHI;
February, 2014
Magha, 1935 (Saka)

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

**MINUTES OF THE TENTH SITTING OF THE STANDING COMMITTEE ON
RAILWAYS (2013-14)**

The Committee sat on Wednesday, the 12th February, 2014 from 1000 hrs. to 1030 hrs. in Committee Room 'C', Parliament House Annexe, New Delhi.

PRESENT

SHRI T.R. BAALU - CHAIRMAN

MEMBERS

LOK SABHA

2. Shri Partap Singh Bajwa
3. Shri Ram Chandra Dome
4. Shri Bhaskar Rao Patil Khatgonkar
5. Shri Anand Prakash Paranjpe
6. Shri Magunta Sreenivasulu Reddy
7. Dr. Vivekanand

RAJYA SABHA

8. Shri Husain Dalwai
9. Dr. Barun Mukherji
10. Shri K. Parasaran
11. Shri Ambeth Rajan
12. Shri Tarini Kanta Roy
13. Shri Ishwar Singh

SECRETARIAT

- | | | | |
|----|-----------------------|---|---------------------|
| 1. | Shri K. Vijaykrishnan | - | Joint Secretary |
| 2. | Shri Arun K. Kaushik | - | Additional Director |
| 2. | Smt. Geeta Parmar | - | Deputy Secretary |

2. **XXXX XXXX XXXX XXXX**

3. Thereafter, the Committee took up for consideration the following draft Reports:

(i) **XXXX XXXX XXXX XXXX**

(ii) Action taken by the Government on the recommendations/ observations contained in the 20th Report of the Standing Committee on Railways (15th Lok Sabha) on "Demands for Grants 2013-14 of the Ministry of Railways"

The Committee adopted the draft Report at (i) with minor modifications as shown in **Annexure** and the draft Report at (ii) without any modification.

4. The Committee, then, authorized the Chairman to finalize the Report at (i) in the light of factual verification received from the Ministry of Railways and present/lay the Reports to both the Houses of Parliament.

The Committee, then, adjourned.

**ANALYSIS OF ACTION TAKEN BY GOVERNMENT ON THE
RECOMMENDATIONS/OBSERVATIONS CONTAINED IN THE 19TH REPORT
(15TH LOK SABHA) ON "PASSENGER AMENITIES AND PASSENGER SAFETY
IN INDIAN RAILWAYS"**

	Total number of Recommendations/Observations	31
(i)	Recommendations/1observations which have been accepted by the Government:	16
	Para Nos. 1, 3, 4, 5, 7, 8, 11, 15, 18, 20, 21, 22, 23, 26, 27 and 28	
	Percentage of total	52 %
(ii)	Recommendations/observations which the Committee do not desire to pursue in view of the Government's replies:	5
	Para Nos. 2, 6, 12, 13 and 25	
	Percentage of total	16 %
(iii)	Recommendations/observations in respect of which replies of 5 the Government have not been accepted by the Committee and which require reiteration	8
	Para Nos. 9, 10, 14, 17, 24, 29, 30 and 31	
	Percentage of total	25 %
(iv)	Recommendations/observations in respect of which final replies of Government are still awaited	2
	Para Nos. 16 and 19	
	Percentage of total	6 %