

ELEVENTH REPORT
STANDING COMMITTEE ON
COAL AND STEEL
(2014-2015)

(SIXTEENTH LOK SABHA)

MINISTRY OF COAL

DEMANDS FOR GRANTS
(2014-2015)

*[Action Taken by the Government on the Observations/Recommendations
contained in the First Report of the Standing Committee on
Coal and Steel (Sixteenth Lok Sabha)]*

Presented to Lok Sabha on 6.5.2015

Laid in Rajya Sabha on 6.5.2015



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COMPOSITION OF THE STANDING COMMITTEE
ON COAL AND STEEL (2014-15)

Shri Rakesh Singh* – *Chairperson*

MEMBERS

Lok Sabha

2. Shri A. Arunmozhithevan
3. Shri Kalyan Banerjee
4. Shrimati Jyoti Dhurve
5. Shri Faggan Singh Kulaste
6. Shri Shailesh Kumar
7. Dr. Banshilal Mahato
8. Shri Godam Nagesh
9. Shri Devji M. Patel
10. Shrimati Riti Pathak
11. Shrimati Ranjit Ranjan
12. Dr. Ravindra Kumar Ray
13. Shri Neiphiu Rio
14. Shri Tamradhwaj Sahu
15. Shri Tathagata Satpathy
16. Shri Janardan Singh "Sigriwal"
17. Shri Pashupati Nath Singh
18. Shri Sunil Kumar Singh
19. Shri Sushil Kumar Singh
20. Shri Rama Kishore Singh
21. Shri Krupal Balaji Tumane

Rajya Sabha

22. Shri Ali Anwar Ansari
23. Dr. Pradeep Kumar Balmuchu

*Shri Rakesh Singh appointed w.e.f. 27.11.2014 vice Shri Hansraj G. Ahir has been appointed Minister.

24. Shri Md. Nadimul Haque[@]
25. Shri B.K Hariprasad
26. Shri Jugul Kishore
27. Shri Avinash Pande
28. Dr. Satyanarayan Jatiya[#]
29. Shri Sanjay Raut
30. Shri Nand Kumar Sai
31. Shri Dilip Kumar Tirkey

SECRETARIAT

1. Shri Shiv Singh – *Joint Secretary*
2. Shri Ajay Kumar Garg – *Director*
3. Shri Arvind Sharma – *Additional Director*

[@]Shri Md. Nadimul Haque nominated w.e.f. 08.01.2015 vice Shri Srinjoy Bose.

[#]Dr. Satyanarayan Jatiya nominated w.e.f. 25.09.2014 vice Shri Basawaraj Patil.

INTRODUCTION

1, the Chairperson, Standing Committee on Coal and Steel having been authorised by the Committee to present the Report on their behalf, present this Eleventh Report (Sixteenth Lok Sabha) on Action Taken by the Government on the observations/recommendations contained in the First Report of the Standing Committee on Coal and Steel (Sixteenth Lok Sabha) on “Demands for Grants (2014-15)”.

2. The First Report (Sixteenth Lok Sabha) of the Standing Committee on Coal and Steel was presented to Lok Sabha on 22nd December, 2014. Replies of the Government to all the observations/recommendations contained in the Report were received on 27.3.2015.

3. The Standing Committee on Coal and Steel considered and adopted this Report at their sitting held on 5.5.2015.

4. An analysis on the Action Taken by the Government on the observations/recommendations contained in the First Report (Sixteenth Lok Sabha) of the Committee is given at ***Annexure-II***.

5. For facility of reference and convenience, the observations and recommendations of the Committee have been printed in bold letters in Chapter I of the Report.

NEW DELHI;
05 May, 2015

15 Vaisakha, 1937 (Saka)

RAKESH SINGH,
Chairperson,
Standing Committee on
Coal and Steel.

CHAPTER I

REPORT

This Report of the Standing Committee on Coal and Steel deals with Action Taken by the Government on the Observations/Recommendations contained in the First Report (Sixteenth Lok Sabha) of the Standing Committee on Coal and Steel on “Demands for Grants (2014-15)” of the Ministry of Coal which was presented to Lok Sabha/laid in Rajya Sabha on 22.12.2014.

2. The Report contained 17 Observations/Recommendations. Action Taken Replies have been received from the Ministry of Coal in respect of all the 17 Observations/Recommendations contained in the Report on 27th March, 2015. These have been categorized as follows:

- (i) Observations/Recommendations that have been accepted by the Government:

Sl. Nos.1, 2, 3, 4, 5, 7, 10, 11, 12, 14, 15, 16 and 17

Total-13
(Chapter II)

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

Sl. Nos. 6, 9 and 13

Total-03
(Chapter III)

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

Sl. No. 8

Total-01
(Chapter IV)

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

Sl. No. NIL

Total-00
(Chapter V)

3. The Committee trust that utmost importance would be given to implementation of the Observations/Recommendations accepted by the Government. In case, 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 for non-implementation. The Committee desire that further Action Taken Notes on the Observations/Recommendations contained in Chapter-I of this Report be furnished to them at an early date.

4. The Committee will now deal with the Action Taken by the Ministry on some of their observations/recommendations made in the First Report.

PLAN OUTLAYS OF MINISTRY OF COAL AND PSUs

Recommendation (Serial No. 2)

5. The Committee note that the total Budgetary Support to the Ministry of Coal for the year 2014-15 is Rs. 600.00 crore (Plan Rs. 550.00 crore and Non-Plan Rs. 50.00 crore) against Rs. 497.70 crore (Plan Rs. 450.00 crore and Non-Plan Rs. 47.70 crore) during 2013-14. The Committee also observe that six centrally sponsored schemes viz. Conservation and Safety in Coal Mines and Development of Transportation Infrastructure under CCDA, Research and Development Projects; Promotional (Regional) Exploration; Detailed Exploration in non-CIL blocks; Environmental Measures and Subsidence Control and Development of North Eastern Region/Sikkim are being implemented for coal and lignite sector with the help of Gross Budgetary Support. The examination and analysis of Demands for Grants (2014-15) of the Ministry of Coal, however, reveal that the Ministry could not utilize the plan budgetary provisions fully for the successful implementation of these central sector schemes. The Committee note that during the financial year 2013-14, out of the budgeted amount of Rs. 550 crore, an amount of Rs. 522.69 crore was utilized, representing a 33.76% increase over the expenditure (Rs. 390.76 crore) in 2012-13. The Committee further note with concern that almost the whole of the remaining unutilized amount of Rs. 27.31 crore pertained to mandatory provisions for the North Eastern Region amounting to Rs. 27.19 crore and the remaining Rs. 0.12 crore pertains to the Coal Controllers Organization on account of salary. The Committee are unhappy to note that the budgetary provisions earmarked for the North Eastern Region has remained completely unutilized over the years reportedly due to the difficult terrain. The Committee, however, note that an amount of Rs. 1.76 crore were utilized for the first time during the year 2013-14

for exploratory schemes marking a new beginning. The Committee are happy to note that the expenditure in some of the schemes manifested a marked increase *vis-à-vis* the present financial year *viz.* Development of Transport Infrastructure showed an increase of 50% (Rs. 75 crore against Rs. 50 crore); Regional Exploration showed a two fold increase (Rs. 59.20 crore against Rs. 19.00 crore); and Conservation and Safety in Coal Mines showed an increase of 45% (Rs. 171.90 crore against Rs. 119.00 crore). The Committee, however, observe that funds for important schemes like EMSC was grossly underutilized during the year 2013-14 (RE—0.35 crore; Actual Expenditure—0.05 crore). While observing underutilization of budgetary allocations in these important schemes, the Committee desire that the Ministry should strive hard to ensure that the scarce funds made available are fully utilized to derive the intended benefits therefrom. The Committee note with serious concern non-utilization of plan budgetary provisions during the last two years (2012-13 : RE — Rs. 416 crore and Expenditure Rs. 390.76 crore) and (2013-14 : RE — Rs. 550 crore and Expenditure Rs. 522.69 crore) where the percentage of actual expenditure *vis-à-vis* revised estimates stand at 93.93% and 95.03% respectively.

6. The Ministry of Coal in their action taken reply have informed the Committee as under:—

“10% of the Plan Outlay is being earmarked for Development of North Eastern Region/Sikkim (as it is mandatory as per relevant instructions) for the Regional Exploration, Detailed drilling and Research and Development Schemes of this Ministry of Coal even though there is very limited resource available in NE region and no proposals are being received from the NE institutes for Research and Development in coal sector in spite of requesting proposals. Hence only NER component is remaining underutilized.

In the North East Region, only the Directorate of Geology & Mines of Nagaland and Assam State has taken up exploration work and Central Mine Planning and Design Institute which is the nodal agency for carrying out the promotional exploration scheme has released funds from the general component of the scheme of Promotional Exploration to DGM—Assam and DGM—Nagaland to a tune of 2.46 crore during 2012-15, which is a very meagre amount.

During 2013-14, Rs. 1.77 crore has been released by the Ministry from the budget provision of Rs. 24.00 crore made in North-East Region (Rs. 0.70 crore for procurement of drilling rigs for exploration in NE region by DGM of Nagaland and Assam under promotional

exploration which are included in the above mentioned amount and Rs. 1.07 crore for Development of transportation infrastructure in coal fields by North-Eastern Coalfields).

During 2014-15, Rs. 1.77 crore is being released from the NE component of Promotional exploration to CMPDI to compensate for the fund released from the general component.

Steps taken to improve the utilization of NE funds:–

- Funds sanctioned to DGM–Nagaland and DGM–Assam to purchase one drill unit each for modernizing the exploration equipment.
- Outsourcing of Drilling-survey and Geophysical activities permitted.
- MECL will increase its presence in coal exploration in NE region also.

The funds provided under General and Tribal Sub-Plan of all the schemes have been fully utilized during 2013-14 and 2014-15.

As for the EMSC Scheme, all the schemes of EMSC have been merged with the Master Plan of Jharia and Raniganj Coalfields. As per the Master Plan for Jharia and Raniganj, the Coal India Limited has to first spend from its own resources. Additional funds if any are to be made available from the budget. Accordingly only a nominal provision is made in BE under the scheme from the Ministry's budget. The expenditure in all these years has been less than CIL's contribution of Rs. 350.00 crore every year due to land acquisition problems. Hence there was no requirement of additional funds from the Ministry's budget resulting in Nil or near Nil expenditure under the scheme. The meagre funds provided in RE has also been utilized for Promotional Exploration Scheme after re-appropriation. Hence funds provided have been fully utilized.”

7. The Committee in their original Report had *inter-alia* expressed concerns over the non-utilization of funds earmarked for the North-Eastern Region. From the action taken reply, the Committee find that limited availability of resources coupled with non-receipt of proposals from the NE institutions for research and development in coal sector in spite of requesting proposals are the main factor for non-utilization of funds. The Committee, however, note that the Ministry have proposed certain steps to improve the utilization of NE funds which include sanctioning of funds to

Directorates of Geology & Mines (DGM) of Nagaland and Assam for purchase of drill units, outsourcing of drilling survey and geophysical activities and increasing the presence of MECL in coal exploration in North East Region. The Committee desire the Ministry to vigorously monitor and pursue the proposed initiatives for ensuring better performance during the next fiscal.

UTILIZATION OF PLAN OUTLAYS BY PSUs

Recommendation (Serial No. 3)

8. The Committee note that against the plan outlay of Rs. 5000 crore for CIL for the year 2013-14, actual expenditure was only Rs. 4200 crore which comes out to 95.69% of the budget estimates of the year (2013-14, Rs. 5000 crore). Similarly, the investment plan of SCCL against the budget estimates of Rs. 4000 crore during the year 2013-14, the actual was only Rs. 2591.05 crore (64.78%). Similarly, the plan investment of Neyveli Lignite Corporation (NLC) at Rs. 1817.32 crore is found to be 72.98% of budget estimates of Rs. 2490.14 crore for the year. The Committee are unhappy to note the huge mis-match between the financial outlays of SCCL and NLC during the year 2013-14 which points to systematic flaws in the implementation of projects *vis-à-vis* financial requirements. The Committee, therefore, stress that the Ministry should accord utmost priority for realistic budget estimates of annual investment plan of PSUs as well as their physical targets set to be accomplished so that funds granted are fully utilized during the financial year.

9. The Ministry of Coal in their action taken reply have informed the Committee as under:—

“The capital outlay and capital expenditure of Coal India Ltd. (CIL), Singareni Collieries Company Ltd. (SCCL) and Neyveli Lignite Corporation Ltd. (NLC) for the year 2013-14 as reported by respective companies are as under:

(Rs. in crore)			
Co.	BE	Actual	% Achievement
CIL	5000.00	4329.86	86.59
SCCL	4000.00	2455.45	61.39
NLC	2490.14	1817.32	72.98

CIL: Actual expenditure of CIL was 4329.86 crores against a budgetary provision of Rs. 5000 crores during the year 2013-14 which comes to about 87%.

Reasons for shortfall in CAPEX (2013-14) are as under:

- Delay in environmental and forestry clearances of major projects.
- Delay in land acquisition of the projects, R&R Problems and demand of higher compensation beyond stipulated norms.
- Delay in getting R&R site from the State Government (Example—as in Odisha).
- Delay in implementation of rail infrastructure projects in a few coalfields like IB/Talcher, North Karanpura, Mand-Raigarh etc.
- Delay in procurement of Heavy Earth Moving Machines (HEMM) & other Plant & Machinery items.

Implementation of projects—All the projects are being monitored at area and corporate level of subsidiary companies. Besides, projects costing Rs. 2 crores and above are being monitored at CIL level also.

SCCL:

The shortfall in plan expenditure is mainly due to.

- Delay in grounding of new projects on account of delay in Forest Land (FL) diversion, acquisition of Private land and R&R issues.
- Delay in supply of material for BTG, submission of Bills by M/s BHEL and placing of BoP order for Singareni Thermal Power Plant (STPP).

Though SCCL has been tagging these subjects well in advance, settlement of these issues is dragging for years because of procedural delays and various other reasons, which are beyond the purview/control of SCCL. Unspent/unutilized funds of a Project for the particular year are being spent in subsequent years as the fund does not lapse.

NLC:

NLC has informed that shortfall in capital expenditure is due to:

- Delay in project sanction.

- Delay in Environment & Forest clearance for certain projects.
- Re-tendering LOA could be issued for major contracts only in 10/2013, 12/2013 and 4/2014.
- Retendering in Solar Power Project and other new schemes.
- Administrative sanction from Tamil Nadu Government has not yet come in one project.

Measures for utilization of Plan Outlay

For utilization of plan outlays, Ministry is monitoring the status of projects. Coal projects are monitored in the Coal companies at colliery level, area level and HQ level. Remedial actions, wherever warranted, are taken. Quarterly Project Monitoring Reports of projects costing Rs. 150 crore and above are submitted by all companies to this Ministry as well as Ministry of Programme Implementation. In the Ministry of Coal, major Coal projects costing above Rs. 500 crore and having capacity 3 MT or more are monitored at the level of Secretary (Coal) on quarterly basis.”

10. While expressing their unhappiness over underutilization of plan outlays by CIL, NLC and SCCL during 2013-14, the Committee had stressed upon the Ministry to accord utmost priority for accomplishment of physical and financial targets by the PSUs. From the action taken reply of the Ministry, the Committee find that in the case of all the 3 PSUs, the reason for shortfall in capital expenditure include delays in getting the E&F clearances; land acquisition problem, R&R issues and procedural delays, etc. In this regard, the Committee, however, note that the Ministry have put in place a multi-tier monitoring mechanism for ensuring better utilization of plan resources. While expressing their satisfaction at the proposed measures, the Committee would like to be informed of the improvements so achieved towards better utilization of plan resources on account of the monitoring mechanism put in place.

RESEARCH AND DEVELOPMENT (R&D)

Recommendation (Serial No. 4)

11. The Committee note that Research and Development Projects are covered under four thematic areas viz. improvement in production; productivity and safety in coal mines; coal beneficiation and utilization; and protection of environment and ecology. Further, Standing Scientific Research Committee under the Chairmanship of Secretary (Coal) is the

Apex Body to administer coal related research activities from budgetary Support and CMPDIL, being the nodal agency for consideration and monitoring of Science and Technology plan schemes and of CIL's R&D Projects. The Committee are concerned to note the apparent decrease in the number of projects sanctioned under S&T grant as well as completed year-wise from the XIth Plan to the XIIth Plan with only 4 and 2 Projects sanctioned in the years 2012-13 and 2013-14 (XIIth Plan) as against 9 projects sanctioned in the year 2007-08 (XIth Plan) with 10 completed projects in the same year which also included spillover projects. The Committee also note with concern the dismal track record for utilization of funds for R&D projects in CIL in the last 3 years viz. actual expenditure of Rs. 16.65 crore, Rs. 11.22 crore and Rs. 10.97 crore against the Budget Estimates of Rs. 45 crore, Rs. 20 crore and Rs. 20 crore for the year 2011-12, 2012-13 and 2013-14 respectively, which accounts for 37%, 56.1% and 54.9%. The Committee are happy to note that continuous efforts are being made for technological up-gradation in underground and opencast mines in CIL to achieve higher production/productivity. Although most of the funds approved have been disbursed for 3 out of 4 major Research projects supported under S&T grant of Ministry of Coal for technology up gradation in respect of coal mining, the Committee desire that a more robust system of monitoring and time bound implementation of R&D projects be put in place by CMPDIL.

12. The Ministry of Coal in their action taken reply have informed the Committee as under:—

“The research projects funded by S&T Grant of Ministry of Coal and R&D fund of Coal India Ltd. are being implemented by various research and academic institutes related to coal and allied industries with active participation of coal and lignite mining companies.

In-spite-of continuous efforts by Coal India Limited (CIL), Ministry of Coal(MoC),and CMPDI, quality proposals are not being received from the core research/academic institutes, thus causing the sanction of only a few projects which are beneficial to the industry. From time to time, CMPDI being the nodal agency invites research proposals from various institutes/organizations involved in coal and allied activities and also from coal and lignite mining companies.

Utilisation of funds for R&D projects in CIL in the last three years were reduced, because delay in implementation of three high value projects due to tendering and re-tendering and other administrative problems in implementation of the projects.

The year-wise actual utilization and the budget provision of XIIth plan period and also anticipated expenditure during 2014-15 are given below:

(Rs. in crores)

2012 -13		2013-14		2014-15
RE	Actual	RE	Actual	RE
11.40	11.40	11.65	11.65	17.95

At present, there are 12 ongoing S&T projects and 3 more new projects have been recommended by the Technical Sub-committee for consideration and approval of the Standing Scientific Research Committee (SSRC). It is expected that the budget provision of Rs. 17.95 Crore. for 2014-15 will be utilized fully.

To obviate the delay in executing the projects and also for full utilization of funds, the following steps are being followed:

- Progress of research projects is being monitored by CMPDI Ltd. and reviewed by the various committees of CIL and MoC.
- Progress of these projects is also monitored by periodic visits to the implementing institutes by the officials of CMPDI Ltd. to extend help to the implementing agencies and solve some of the administrative and technical problems faced by them.
- Quarterly progress reports of the projects are received from the implementing agencies and the status of these projects is placed before the various committees of CIL and MoC.”

13. Taking note of the underutilization of funds for R&D project of CIL during the last three years *i.e.* 2011-2012, 2012-13 and 2013-14, the Committee had desired for putting in place a robust monitoring system for ensuring time bound implementation of R&D project. In this regard, the Committee note from the action taken reply of the Ministry that in spite of continuous efforts by CIL, Ministry of Coal as well as CMPDI Ltd., quality proposals are not being received from the core research and academic institutes. However, in order to obviate the delays in execution of the projects, the progress of research projects is being monitored by CMPDI and reviewed by various Committees of CIL and Ministry of Coal, periodic visits of CMPDI Ltd. officials to implementing institutes and receipt of quarterly progress reports on the ongoing projects, etc. The Committee desire that all the necessary steps be taken in the right earnest for ensuring that R&D projects are executed in a time bound

manner which will not only ensure better utilization of the funds but would also bring improvement in the areas of production, productivity, safety etc., in the coal sector.

CONSERVATION OF SAFETY IN COAL MINES AND DEVELOPMENT OF TRANSPORT INFRASTRUCTURE UNDER CCDA

Recommendation (Serial No. 8)

14. The Committee note that under the schemes for Conservation of Safety in Coal Mines and Development of Transport Infrastructure under CCDA, the expenditure incurred by Coal Companies are reimbursed partially as per the statutory provisions under the Coal Mines (Conservation and Development) Act, 1974, the principal objective of which is to collect excise duty on coal for disbursing the same to the coal mines for conservation and development related works including infrastructure development, for which budget provisions are made taking into account existing commitment/liability of the preceding financial year. The Committee note that a total amount of Rs. 2825.80 lakhs were spilled over to 2014-15 pertaining to development of Railway Infrastructure of Jharsuguda alignment from Gopalpur Manoharpur Block (100% CCDAC assistance) under MCL whereas for all other Road/Rail Infrastructure projects, there was no spill over amount to 2014-15. The Committee also observe with profound concern the decreasing expenditure incurred on Roads meant for coal transportation by ECL (Rs. 819.66 lakhs in 2012-13 to Rs. 596.77 lakh in 2013-14); NEC (Rs. 103.30 lakhs in 2012-13 to Rs. 33.82 lakhs in 2013-14); and CCL (Rs. 2264.22 lakhs in 2012-13 to Rs. 1934.87 lakhs in 2013-14). The Committee desire that more thrust be given on creation of transport infrastructure, an important and essential component for more speedy delivery of coal to defined destination for specified end use. The Committee, therefore, recommend that more funds be made available and also utilized optimally for creation of such infrastructure assets.

15. The Ministry of Coal in their action taken reply have informed the Committee as under:—

“During 2014-15, Rs. 75.00 cr. was sought in 2014-15 by Coal Controller’s Organisation and the same was allotted in BE 2014-15 by Ministry of Finance, which has been fully utilized.”

16. Taking note of the decreasing expenditure on creation of transportation infrastructure coal reserves, the Committee in their original Report had stressed upon timely creation of transport infrastructure and availability of more funds for creation of such infrastructure assets. The Committee find that the action taken reply of the Ministry in silent on it and no mention has been made of the observation/recommendation of the Committee. The Committee, therefore, reiterate their recommendation and desire that Government should come out with a detailed action taken note in this regard.

CHAPTER II

OBSERVATIONS/RECOMMENDATIONS WHICH HAVE BEEN ACCEPTED BY THE GOVERNMENT

PLAN OUTLAYS OF MINISTRY OF COAL AND PSUs

Recommendation (Serial No. 1)

The Committee observe the strategic importance of coal in the country's energy security with over fifty percent of the primary energy supply and over seventy percent of coal production/supply going for power generation, the most important facts for accelerating the much needed development activities to which the Government is committed. The Committee are, therefore, unhappy to note the increasing imports of coal to meet the demand supply gap viz. 145.8 MT in 2012-13 to 168.4 MT in 2013-14 and estimated to reach 185 MT in 2016-17. The Committee note with serious concern the consequential financial burden on the exchequer due to the increasing imports and exhort the Government to seriously address the various constraints impeding offtake of domestic production and capacity expansion with a renewed thrust to set optimistic targets and timelines for realistic achievements. The Committee further observe that while ensuring a sustainable increase in domestic production commensurate with increasing domestic demand is of paramount importance, the Ministry also need to seriously address the aspect of bringing about objectivity and transparency in the allocation of coal blocks particularly in the wake of the Hon'ble Supreme Court judgement cancelling allocation of coal blocks. The Committee expect the Ministry to put in place an effective and transparent mechanism to resolve the current challenges.

Action Taken

India has coal reserves that would be adequate to meet the coal requirement at the present demand level. However, at the present juncture, the actual production of coal falls short of the overall demand. Accordingly, the gap between total consumption and domestic supply is being met through import of coal.

The import of coal is permitted under Open General License and therefore it can be freely imported by the users at their contracted prices on payment of applicable import duty. The prices of imported coal are market driven as per the prevalent international prices of coal.

Keeping in view the growing energy need, focus of the Government is to increase domestic coal production to the maximum extent possible, by facilitating Environment & Forest clearances expeditiously, pursuing with State Government for assistance in land acquisition and coordinated efforts with Railways for movement of coal.

For management and reallocation of cancelled coal blocks, Government promulgated the Coal Mines (Special Provisions) Second Ordinance, 2014 on 26.12.2014 to ensure smooth transfer of rights, title and interest in the mines along with its land and other associated mining infrastructure to the new allottees to be selected through an auction including the applications from private sector. Rules providing for procedure and criteria for allocation of cancelled coal blocks have also been framed and notified on 11.12.2014. The allocation of coal blocks would now be made in pursuance of the Provisions of Ordinance and Rules made thereunder in time bound manner to ensure that there is disruption of supply of coal. The auction of coal blocks is being carried out in e-auction mode in order to keep the process transparent.

[Ministry of Coal F. No. 20011/17/2014-IFD, dated 27.03.2015]

Recommendation (Serial No. 2)

The Committee note that the total Budgetary Support to the Ministry of Coal for the year 2014-15 is Rs. 600.00 crore (Plan Rs. 550.00 crore and Non-Plan Rs. 50.00 crore) against Rs. 497.70 crore (Plan Rs. 450.00 crore and Non-Plan Rs. 47.70 crore) during 2013-14. The Committee also observe that six centrally sponsored schemes viz. Conservation and Safety in Coal Mines and Development of Transportation Infrastructure under CCDA, Research and Development Projects; Promotional (Regional) Exploration; Detailed Exploration in non-CIL blocks; Environmental Measures and Subsidence Control and Development of North-Eastern Region/Sikkim are being implemented for coal and lignite sector with the help of Gross Budgetary Support. The examination and analysis of Demands for Grants (2014-15) of the Ministry of Coal, however, reveal that the Ministry could not utilize the plan budgetary provisions fully for the successful implementation of these central sector schemes. The Committee note that during the financial year 2013-14, out of the budgeted amount of Rs. 550 crore, an amount of Rs. 522.69 crore was utilized, representing a 33.76% increase over the expenditure (Rs. 390.76 crore) in 2012-13. The Committee further note with concern that almost the whole of the remaining unutilized amount of Rs. 27.31 crore pertained to mandatory provisions for the North-Eastern Region amounting to Rs. 27.19 crore

and the remaining Rs. 0.12 crore pertains to the Coal Controllers Organization on account of salary. The Committee are unhappy to note that the budgetary provisions earmarked for the North Eastern Region has remained completely unutilized over the years reportedly due to the difficult terrain. The Committee, however, note that an amount of Rs. 1.76 crore were utilized for the first time during the year 2013-14 for exploratory schemes marking a new beginning. The Committee are happy to note that the expenditure in some of the schemes manifested a marked increase *vis-à-vis* the present financial year *viz.* Development of Transport Infrastructure showed an increase of 50% (Rs. 75 crore against Rs. 50 crore); Regional Exploration showed a two fold increase (Rs. 59.20 crore against Rs. 19.00 crore); and Conservation and Safety in Coal Mines showed an increase of 45% (Rs. 171.90 crore against Rs. 119.00 crore). The Committee, however, observe that funds for important schemes like EMSC was grossly underutilized during the year 2013-14 (RE—0.35 crore; Actual Expenditure—0.05 crore) While observing underutilization of budgetary allocations in these important schemes, the Committee desire that the Ministry should strive hard to ensure that the scarce funds made available are fully utilized to derive the intended benefits therefrom. The Committee note with serious concern non-utilization of plan budgetary provisions during the last two years (2012-13 : RE – Rs. 416 crore and Expenditure Rs. 390.76 crore) and (2013-14 : RE – Rs. 550 crore and Expenditure Rs. 522.69 crore) where the percentage of actual expenditure *vis-à-vis* revised estimates stand at 93.93% and 95.03% respectively.

Action Taken

10% of the Plan Outlay is being earmarked for Development of North Eastern Region/Sikkim (as it is mandatory as per relevant instructions) for the Regional Exploration, Detailed drilling and Research and Development Schemes of this Ministry of Coal even though there is very limited resource available in NE region and no proposals are being received from the NE institutes for Research and Development in coal sector in spite of requesting proposals. Hence only NER component is remaining underutilized.

In the North East Region, only the Directorate of Geology & Mines of Nagaland and Assam state has taken up exploration work and Central Mine Planning and Design Institute which is the nodal agency for carrying out the promotional exploration scheme has released funds from the general component of the scheme of Promotional Exploration to DGM—Assam and DGM—Nagaland to a tune of 2.46 crore during 2012-15, which is a very meagre amount.

During 2013-14, Rs. 1.77 crores has been released by the Ministry from the budget provision of Rs. 24.00 crores made in North East Region (Rs. 0.70 crore for procurement of drilling rigs for exploration in NE region by DGM of Nagaland and Assam under promotional exploration which are included in the above mentioned amount and Rs. 1.07 crores for Development of transportation infrastructure in coal fields by North Eastern Coalfields).

During 2014-15, Rs. 1.77 crores is being released from the NE component of Promotional exploration to CMPDI to compensate for the fund released from the general component.

Steps taken to improve the utilization of NE funds:–

- Funds sanctioned to DGM-Nagaland and DGM–Assam to purchase one drill unit each for modernizing the exploration equipment.
- Outsourcing of Drilling–survey and Geophysical activities permitted.
- MECL will increase its presence in coal exploration in NE region also.

The funds provided under General and Tribal Sub Plan of all the schemes have been fully utilized during 2013-14 and 2014-15.

As for the EMSC Scheme, all the schemes of EMSC have been merged with the Master Plan of Jharia and Raniganj Coalfields. As per the Master Plan for Jharia and Raniganj, the Coal India Limited has to first spend from its own resources. Additional funds if any are to be made available from the budget. Accordingly only a nominal provision is made in BE under the scheme from the Ministry's budget. The expenditure in all these years has been less than CIL's contribution of Rs. 350.00 crores every year due to land acquisition problems. Hence there was no requirement of additional funds from the Ministry's budget resulting in Nil or near Nil expenditure under the scheme. The meagre funds provided in RE has also been utilized for Promotional Exploration Scheme after re-appropriation. Hence funds provided have been fully utilized.

[Ministry of Coal F. No. 20011/17/2014-IFD, dated 27.03.2015]

Comments of the Committee

(Please see para 7 of Chapter I of the Report)

UTILIZATION OF PLAN OUTLAYS BY PSUs

Recommendation (Serial No. 3)

The Committee note that against the plan outlay of Rs. 5000 crore for CIL for the year 2013-14, actual expenditure was only Rs. 4200 crore which comes out to 95.69% of the budget estimates of the year (2013-14, Rs. 5000 crore). Similarly, the investment plan of SCCL against the budget estimates of Rs. 4000 crore during the year 2013-14, the actual was only Rs. 2591.05 crore (64.78%). Similarly, the plan investment of Neyveli Lignite Corporation (NLC) at Rs. 1817.32 crore is found to be 72.98% of budget estimates of Rs. 2490.14 crore for the year. The Committee are unhappy to note the huge mis-match between the financial outlays of SCCL and NLC during the year 2013-14 which points to systematic flaws in the implementation of projects *vis-à-vis* financial requirements. The Committee, therefore, stress that the Ministry should accord utmost priority for realistic budget estimates of annual investment plan of PSUs as well as their physical targets set to be accomplished so that funds granted are fully utilized during the financial year.

Action Taken

The capital outlay and capital expenditure of Coal India Ltd. (CIL), Singareni Collieries Company Ltd. (SCCL) and Neyveli Lignite Corporation Ltd. (NLC) for the year 2013-14 as reported by respective companies are as under:

(Rs. in crore)

Co.	BE	Actual	% Achievement
CIL	5000.00	4329.86	86.59
SCCL	4000.00	2455.45	61.39
NLC	2490.14	1817.32	72.98

CIL: Actual expenditure of CIL was Rs. 4329.86 crores against a budgetary provision of Rs. 5000 crores during the year 2013-14 which comes to about 87%.

Reasons for shortfall in CAPEX (2013-14) are as under:

- Delay in environmental and forestry clearances of major projects.

- Delay in land acquisition of the projects, R&R Problems and demand of higher compensation beyond stipulated norms.
- Delay in getting R&R site from the State Government (Example—as in Odisha).
- Delay in implementation of rail infrastructure projects in a few coalfields like IB/Talcher, North Karanpura, Mand-Raigarh etc.
- Delay in procurement of Heavy Earth Moving Machines (HEMM) & other Plant & Machinery items.

Implementation of projects—All the projects are being monitored at area and corporate level of subsidiary companies. Besides, projects costing Rs. 2 crores and above are being monitored at CIL level also.

SCCL:

The shortfall in plan expenditure is mainly due to:

- Delay in grounding of new projects on account of delay in Forest Land (FL) diversion, acquisition of Private land and R&R issues.
- Delay in supply of material for BTG, submission of Bills by M/s BHEL and placing of BoP order for Singareni Thermal Power Plant (STPP).

Though SCCL has been tagging these subjects well in advance, settlement of these issues is dragging for years because of procedural delays and various other reasons, which are beyond the purview/control of SCCL. Unspent/unutilized funds of a Project for the particular year are being spent in subsequent years as the fund does not lapse.

NLC:

NLC has informed that shortfall in capital expenditure is due to:

- Delay in project sanction.
- Delay in Environment & Forest clearance for certain projects.
- Re-tendering LOA could be issued for major contracts only in 10/2013, 12/2013 and 4/2014.
- Retendering in Solar Power Project and other new schemes.
- Administrative sanction from Tamil Nadu Government has not yet come in one project.

Measures for utilization of Plan Outlay

For utilization of plan outlays, Ministry is monitoring the status of projects. Coal projects are monitored in the Coal companies at colliery level, area level and HQ level. Remedial actions, wherever warranted, are taken. Quarterly Project Monitoring Reports of projects costing Rs. 150 crore and above are submitted by all companies to this Ministry as well as Ministry of Programme Implementation. In the Ministry of Coal, major Coal projects costing above Rs. 500 crore and having capacity 3 MT or more are monitored at the level of Secretary (Coal) on quarterly basis.

[Ministry of Coal F. No. 20011/17/2014-IFD, dated 27.03.2015]

Comments of the Committee

(Please see para 10 of Chapter I of the Report)

RESEARCH AND DEVELOPMENT (R&D)

Recommendation (Serial No. 4)

The Committee note that Research and Development Projects are covered under four thematic areas viz. improvement in production; productivity and safety in coal mines; coal beneficiation and utilization; and protection of environment and ecology. Further, Standing Scientific Research Committee under the Chairmanship of Secretary (Coal) is the Apex Body to administer coal related research activities from budgetary Support and CMPDIL, being the nodal agency for consideration and monitoring of Science and Technology plan schemes and of CIL's R&D Projects. The Committee are concerned to note the apparent decrease in the number of projects sanctioned under S&T grant as well as completed year-wise from the XIth Plan to the XIIth Plan with only 4 and 2 Projects sanctioned in the years 2012-13 and 2013-14 (XIIth Plan) as against 9 projects sanctioned in the year 2007-08 (XIth Plan) with 10 completed projects in the same year which also included spillover projects. The Committee also note with concern the dismal track record for utilization of funds for R&D projects in CIL in the last 3 years viz. actual expenditure of Rs. 16.65 crore, Rs. 11.22 crore and Rs. 10.97 crore against the Budget Estimates of Rs. 45 crore, Rs. 20 crore and Rs. 20 crore for the year 2011-12, 2012-13 and 2013-14 respectively, which accounts for 37%, 56.1% and 54.9%. The Committee are happy to note that continuous efforts are being made for technological upgradation in underground and opencast mines in CIL to achieve higher production/productivity. Although most of the

funds approved have been disbursed for 3 out of 4 major Research projects supported under S&T grant of Ministry of Coal for technology upgradation in respect of coal mining, the Committee desire that a more robust system of monitoring and time bound implementation of R&D projects be put in place by CMPDIL.

Action Taken

The research projects funded by S&T Grant of Ministry of Coal and R&D fund of Coal India Ltd. are being implemented by various research and academic institutes related to coal and allied industries with active participation of coal and lignite mining companies.

In-spite-of continuous efforts by Coal India Limited (CIL), Ministry of Coal (MoC) and CMPDI Ltd., quality proposals are not being received from the core research/academic institutes, thus causing the sanction of only a few projects which are beneficial to the industry. From time to time, CMPDI being the nodal agency invites research proposals from various institutes/organizations involved in coal and allied activities and also from coal and lignite mining companies.

Utilisation of funds for R&D projects in CIL in the last three years were reduced, because delay in implementation of three high value projects due to tendering and retendering and other administrative problems in implementation of the projects.

The year-wise actual utilization and the budget provision of XIIth plan period and also anticipated expenditure during 2014-15 are given below:—

(Rs. in crores)

					Year
2012 -13		2013-14		2014-15	
RE	Actual	RE	Actual	RE	
11.40	11.40	11.65	11.65	17.95	

At present, there are 12 ongoing S&T projects and 3 more new projects have been recommended by the Technical Sub-committee for consideration and approval of the Standing Scientific Research Committee (SSRC). It is expected that the budget provision of Rs. 17.95 crore for 2014-15 will be utilized fully.

To obviate the delay in executing the projects and also for full utilization of funds, the following steps are being followed:—

- Progress of research projects is being monitored by CMPDI and reviewed by the various committees of CIL and MoC.
- Progress of these projects is also monitored by periodic visits to the implementing institutes by the officials of CMPDI to extend help to the implementing agencies and solve some of the administrative and technical problems faced by them.
- Quarterly progress reports of the projects are received from the implementing agencies and the status of these projects is placed before the various committees of CIL and MoC.

[Ministry of Coal F. No. 20011/17/2014-IFD, dated 27.03.2015]

Comments of the Committee

(Please see para 13 of Chapter I of the Report)

PROMOTIONAL (REGIONAL) EXPLORATION IN COAL AND LIGNITE

Recommendation (Serial No. 5)

The Committee note that the scheme on promotional exploration was being implemented by various agencies viz. (CMPDIL, GSI, MECL and State Governments concerned), with the aim to undertake preliminary drilling to assess availability of Coal in various areas. The Committee are happy to note that the percentage growth of promotional drilling in various areas viz. CIL command area; SCCL command area and Lignite areas saw a consistent increase of 20.94% and 16.47% in the years 2012-13 and 2013-14 respectively as compared to the negative growth of -8.71%, in the year 2011-12. The Committee, however, desire that more sustained and proactive efforts are needed to remove the cited hindrance viz. non-availability of forest clearance for exploration and adverse law and order situation for timely achievements of targets so that regional exploration in Coal and Lignite gets the needed thrust it deserves.

Action Taken

The achievement of drilling during to Dec. 2014 is lakh metre which is 99% of the target set for the period. It has shown positive growth of 19% over same period of previous year Ministry of Environment and Forest (MoEF) has simplified the application for exploration proposals seeking forest clearance and CMPDIL is following the same.

[Ministry of Coal F. No. 20011/17/2014-IFD, dated 27.03.2015]

ENVIRONMENTAL MEASURES AND SUBSIDENCE CONTROL SCHEME

Recommendation (Serial No. 7)

The Committee note that Environmental and Subsidence Control Scheme is aimed at addressing environmental issues in the coal field at the erstwhile mines in Raniganj and Jharia arising out of unscientific mining carried out by the owners for rehabilitation of persons residing in these locations. Although, Ministry of coal have informed the Committee that all the EMSC schemes have been merged in the Master Plan dealing with fire, subsidence, rehabilitation and diversion of surface infrastructure in Jharia and Raniganj coalfields within the leasehold areas of BCCL and ECL, the Committee are unhappy to note that against the budget estimates of Rs. 0.9 crores during 2013-14 for EMSC, the RE was Rs. 0.35 crores. The Committee also note the further downward revisions of BE for 2014-15 which has proposed a meager 0.40 crore for Jharia and Raniganj. Statedly, as per the Master Plan for Raniganj, CIL need to first spend from its own resources and the additional funds required, if any, were to be made available from the budget and as the expenditure has been less than CIL's contribution of Rs. 350.00 crores every year due to land acquisition problem and delay in demographic survey, budget allocation has been reduced. The Committee desire that the inherent problems pertaining to land acquisition and delay in demographic survey which are major constraints impeding implementation of the EMSC Scheme need to be tackled seriously. The Committee observe that such an important scheme having ramification on the environment as well as rehabilitation of persons residing in these locations has not been given the priority it deserves due to CIL's non-ability to spend funds already made available to them. The Committee, therefore, recommend that all-out effort be made for the implementation of Master Plan dealing with fire, subsidence and rehabilitation in Jharia and Raniganj Coalfields.

Action Taken

Reiterate the fact that all the EMSC schemes have been merged in the Master Plan dealing with fire, subsidence, rehabilitation and diversion of surface infrastructure in Jharia and Raniganj coalfields within the leasehold areas of BCCL and ECL and funding arrangement delineated that CIL need to first spend from its own resources up to Rs. 350.00 crores per year and the additional funds required, if any, are to be made available from the budget. The fund infused by CIL for implementation of Master Plan during 2014-15 is Rs. 130.76 crores till January 2015 which is less than CIL's contribution of Rs. 350.00 crores every year, budget allocation has been reduced.

It is worthwhile to mention that Asansol Durgapur Development Authority (ADDA) has been identified as implementing agency for rehabilitation of non-ECL houses and so as to Jharia Rehabilitation and Development Authority (JRDA) for implementing authority for non-BCCL persons.

CIL and MoC are striving hard and giving all out endeavor for ensuring implementation of such an important scheme having ramification on the environment as well as rehabilitation of persons residing in these endangered locations. High powered Central Committee (HPCC) convened so far 10 meetings under the chairmanship of Secretary Coal with all the implementing authorities, representative of State Governments, CIL representatives etc. Status of implementation of Master Plan described here under.

Jharia Coalfields

- Ongoing EMSC schemes 22 & 23 (Alkusa & Industry fire) prior to approval of Master Plan were dovetailed in approved Master Plan for Dealing with fire & Subsidence and Rehabilitation in leasehold of BCCL and subsequently completed (closure approved by BCCL Board) on 30.08.2008 & 04.04.2009 respectively.
- Demonstration Scheme for shifting of people from most endangered areas of BCCL (EMSC-24) was also dovetailed in Master Plan and completed by March, 2014 with fund from Master Plan.
- Scheme for reclamation of degraded land (EMSC-34) closed since BCCL has taken up ecological restoration for reclamation of degraded lands as per road map prepared by BCCL through FRI, Dehradun and as per direction of Hon'ble High Court of Jharkhand.
- BCCL is making all-out effort for the implementation of Master Plan dealing with fire, subsidence and rehabilitation in Jharia Coalfield. BCCL is implementing its part speedily and extending all necessary help to state body JRDA for non-BCCL families.

BCCL Activity

- As per Master Plan, 15852 houses are under construction which is two years ahead of housing programme for rehabilitation of BCCL families.

- BCCL has already shifted 2162 families from these fire affected pockets to safe colonies in the non-coal bearing areas, and another 7000 houses will be shifted in next 3-4 months.
- With continuous efforts of BCCL by digging out fiery coal, fire area of Jharia Coalfield has reduced from 8.9 sq. km. to 2.18 sq. km. (which also includes OB dump fires) as per the National Remote Sensing Centre of ISRO, Hyderabad report dated April, 2014.
- 86.44 acres of vacant land in Bhuli Township and 849.68 acres of non-coal bearing land in and around Belgoria Township belonging to BCCL have been identified for developing new Townships by JRDA. NOC for transferring the land to JRDA has been given by MoC which has been communicated on 01.10.2011 to JRDA along with all the required mouza plans. JRDA to take final possession of the land after taking steps to settle the issues and start work of rehabilitation immediately.
- BCCL is extending all necessary assistance to State body JRDA and providing funds regularly as per demand raised.
- BCCL is raising the issue of slow progress of Master Plan in HPCC meeting.
- Similarly the slow progress is raised in every meeting in State Government and this issue is also discussed in the meeting of Secretary, coal with Chief Minister, Jharkhand on dated 7th January, 2015.

JRDA Activity

- Total Socio-economic Survey of 54159 families in 595 sites were to be conducted. So far demographic survey in 519 sites for 69703 families have been completed. Photo Identity Cards (PICs) are completed for 40233 families. 15916 nos. I-Cards have been distributed.
- Proposals for acquisition of 493.19 acres of raiyati land have been sent to the DLAO, Dhanbad by JRDA.
- Proposal for acquisition of 111.02 acres of Government land have been sent to the Addl. Collector, Dhanbad, out of this about 22.94 acres of Government land is earmarked for ring road/approach which is in process of transfer.

- 2352 houses have been constructed in Belgoria rehabilitation Township “Jharia Vihar” in which 1169 families have shifted. As on February, 2015, 3312 houses have been completed by JRDA.
- JRDA has not been able to take possession of 849.68 acres land, for which Ministry of Coal has given ‘NOC’, nor has been able to take physical possession of 747.48 acres of acquired land, for which Rs. 227.85 crores has been paid by JRDA to State Government under the Master Plan.

Raniganj Coalfields

- ECL authority holds regular interaction and extended every support to the implementing agency *i.e.* Asansol Durgapur Development Authority (ADDA).
- The Demographic Survey has been completed and a final list of 44598 Households in all 141 unstable locations has been published. Photo Identity Cards (PICs) have been distributed to 43087 households.
- Re-validation of Land Acquisition proposal at Bonjehmari for 1300 acres of land in Salanpur block and at Gourangdih for 2300 acres at Barabani Block is under consideration of Government of West Bengal. Land is to be acquired only after approval of Government of West Bengal.
- ECL has also issued No Objection Certificate on 17.10.2014 to ADDA for construction of rehabilitation township in 262.91 acres of Government vested land in Coal bearing area where coal is found at a depth of more than 600 metres.
- ECL has conveyed acceptance for diversion of 3 nos. of District Board Roads with an estimated cost of Rs. 15.4168 crore which consists cost of construction and cost of procurement of land. ADDA submitted the cost estimate Government of West Bengal seeking permission for implementation on 26.11.2014.
- The survey work for the diversion route of Andal-Sitarampur Railway line is being carried out by M/s RITES. For Andal-Sainthia Railway Line regular monitoring of the track is being done and speed of the trains plying on the identified unstable part has been minimized as was requested to DRM, Asansol.
- Indian Oil Corporation Limited (IOCL) has appointed M/s NIRM, for 2nd tier Detailed High Resolution Survey to assess the stability of identified unstable part for diversion of pipeline.

- Several correspondence have been made with National Highway Authority of India (NHAI) for diversion of unstable part of NH-2.
- Disaster Management Plan formulated by ADDA with close co-ordination and involvement of ECL has been approved.

[Ministry of Coal F. No. 20011/17/2014-IFD, dated 27.03.2015]

Recommendation (Serial No. 10)

The Committee are concerned to note non unutilization of funds by all the Coal PSUs viz. CIL, SCCL and NLC. The Committee note that the percentage utilization of funds for CIL stands at 88% and 68% in 2011-12 and 2012-13 showing a downward trend; SCCL from 77% in 2011-12 to 64% in 2012-13 and then rising to 85% in 2013-14. The Committee further note the various reasons cited for delay in implementation of projects and time overruns with consequential under-utilization of plan outlays viz. delay in grant of Forest Clearance and Environmental Clearance; delays in finalization of global tender for deployment of needed equipments and machineries and consequent delay in their procurement and commissioning; delays in rehabilitation; problem of land acquisition/possession; lack of coal evacuation facility; delay in construction of needed infrastructure such as Rail links, Pucca Roads etc.; delays in settlement of compensation for land acquisition; Law and Order problems, etc. Needless to say, delays lead to time overrun with consequent cost-overrun of projects. The Committee, are, therefore constrained to observe that year, after year the same reasons are being cited for time overrun and consequent unutilization of funds made available as per plan outlay. The Committee desire that utmost priority need to be given to remove infrastructure bottlenecks and project implementation by various PSUs need review at the highest hierarchy in the Government so that inter-Ministerial issues such as delays due to environment and forest clearance are tackled on priority.

Action Taken

- CIL/MoC is regularly corresponding with the State Governments & holding meetings with concerned State officials to expedite & facilitate acquisition & possession of land.
- Critical issues like EC, FC & Rail infrastructure are being dealt at the highest level. Review meetings are now being taken by the Principal Secretary to the Prime Minister for streamlining the process of clearances of environmental, forest and wildlife.

- Major infrastructure projects such as coal & rail projects are also being monitored & reviewed by the PMO.
- Secretary level meetings were held between MoC & MoR for expediting the work of three major rail lines & other rail infrastructures.
- Secretary level meetings are also held at regular intervals between the MoC & MoEF for sorting out issues related to EC & FC and expediting proposals which are critical for enhancing/augmenting the coal production levels in the country.
- The Project Monitoring Group of the Cabinet Secretariat monitors major projects and regular meetings are held with the Chief Secretary of the State Governments to expedite issues such as FC, EC and Land acquisition/possession and highlight issues related to law and order situation.
- An online project monitoring portal has been put in place by the MoC where all projects of CIL facing problems in implementation are being monitored and suitable action is being taken by the MoC to sort out the issues of the involved projects.

[Ministry of Coal F. No. 20011/17/2014-IFD, dated 27.03.2015]

Recommendation (Serial No. 11)

The Committee have been given to understand that coal production from CIL in the terminal year 2016-17 of the XIIth Five Year Plan is estimated to be 615 MT. However, a major growth in production is contingent upon commissioning of railway project in three coalfields *i.e.* North Karanpura in CCL, Mand-Raigarh in SECL and Ib valley in MCL. Some coal projects are reportedly lacking adequate coal evacuation infrastructure. The Committee believe that commissioning of the three rail projects is critical for coal evacuation which ultimately retard the coal production. The Committee, therefore, would like the Ministry to take matter with the Ministry of Railways at the highest level to thrash out the issue.

Action Taken

In order to strengthen coal evacuation infrastructure the following 3 lines have been taken up:

- Bhupdevpur-Korichapar (104 Km.) Chhattisgarh to evacuate 60 MTPA from Mand-Raigarh Coalfields, SECL + Cost Rs. 1646 crores → SPV route

- Jharsuguda-Baralli-Sardega Railway line (53 Km), Odisha to evacuate 35 TPA from Ib Valley Coalfields, MCL+Cost: Rs.1597 crores → Borne by MCL.
- Tori-Shivpur (44 Km) – Shivpur Kathautia (53 Km) line, Jharkhand. To evacuate 60 MTPA from North Karanpura Coalfields, CCL + Cost: Rs. 1588 crores → Borne by CCL.

These three railway lines are very critical for evacuation of Coal. In order to fast track these projects, Ministry of Coal is in constant touch with Ministry of Railways and concerned State Governments to sort out the pending issues. These projects have also been uploaded on Project Monitoring Group website of Cabinet Secretariat for speedy implementation. PMO is also regularly monitoring these projects with all concerned and the last meeting was held on 22.11.2014.

[Ministry of Coal F. No. 20011/17/2014-IFD, dated 27.03.2015]

TRIBAL SUB PLAN (TSP)

Recommendation (Serial No. 12)

The Committee observe that the outlays provided in the budget estimates for the year 2014-15 indicate an allocation of Rs. 37.72 crore in lump sum provision for Tribal Sub-Plan. The Committee were further apprised that the Ministry of Coal had earmarked 8.2% of outlays to three Plan Schemes viz. Regional Exploration; Detailed Drilling and Conservation and Safety for Tribal Sub-Plan. The Committee in their 33rd Report on Demands for Grants (2013-14) (15th LS), had observed that utilization of funds earmarked for the Tribal Sub-Plan for implementation of the scheme remained totally unutilized. The Committee (2013-14) had therefore desired that the scheme-wise utilization of funds during the year 2013-14 be planned well in advance by the Ministry to ensure that funds allocated and earmarked under the plan are fully utilized. The Committee are happy to note that the Ministry in their Action Taken Notes had stated that the allocated funds for the Tribal Sub-Plan in 2012-13 under the scheme had been fully utilized and it was expected that the funds earmarked for the year 2013-14 will also be fully utilized. The Committee earnestly hope that the Ministry continue their zeal for utilization of the full funds so that intended benefits of this special provision for focused emphasis on the integrated development of the tribal areas and communities are met in letter and spirit.

Action Taken

The fund provided in the budget estimates for the year 2014-15 under three Plan Schemes viz. Regional Exploration, Detailed Drilling and conservation and Safety for Tribal Sub-Plan is likely to be fully utilized.

[Ministry of Coal F. No. 20011/17/2014-IFD, dated 27.03.2015]

Recommendation (Serial No. 14)

The Committee note that coal washing is an important activity both from economic as well as environment point of view with studies clearly highlighting benefits of using washed coal in improving the economics of power generation and also reduction of emissions. The Committee also note the directive of Ministry of Environment and Forests with regard to restricting the use of coal containing more than 34% ashes content in power stations located 1000 KM away from pit heads. At present, subsidiary coal companies of CIL are facilitating setting up of coal washeries to meet the demand supply gap of washed coal in accordance with guidelines issued in this regard. The Committee observe that the Ministry is in the process of augmenting the washing capacity from the present installed capacity of about 103 MT per annum to about 244 MT per annum in the next five years. The Committee recommend that there is an imperative need for the use of washed coal and the ongoing initiatives to augment coal washeries should be given adequate impetus so that the goal of achieving clean coal technologies through use of more and more washed coal for power generation is sustained.

Action Taken

Coal washing is one of the practices being promoted as a measure to encourage clean coal technologies. CIL has already taken a policy decision to set-up integrated coal washery for all opencast projects (new or expansion) having capacity 2.5 Mty and above producing inferior grade of coal and not linked to pit head power station.

CIL has planned to set up Sixteen (16) new coal washeries in its various subsidiaries with a total installed capacity of 92.1 Mty on Build-Operate-Maintain "BOM" concept. The details of the progress made in this regard is given here under:

- Construction work has been started for 3 nos. of washeries namely Madhuband, Patherdih and Dahibari (all BCCL),

- Agreement to be signed for 5 washeries namely Patherdih-II and Bhojudih (both BCCL); Hingula and Basundhara (both MCL); Ashoka (CCL),
- Remaining 8 washeries are at various stages of Bid Process Management viz. Dugdha (BCCL), Karo and Konar (both CCL), Kusmunda and Baroud (both SECL), Jagannath and Lakhanpur (both MCL), Chitra (ECL).

Apart from the above, CIL is also exploring the possibilities of setting up of washeries on Build-Own-Operate “BOO” concept to expedite the process of execution. In this regard, Model Bid Document has already been approved in the FDs meeting of CIL.

[Ministry of Coal F. No. 20011/17/2014-IFD, dated 27.03.2015]

COAL DISTRIBUTION POLICY

Recommendation (Serial No. 15)

The Committee note that in accordance with the provisions under the new Coal Distribution Policy (NCDP) issued by the Government of India on 18.10.2002, sale of coal through two types of e-auction viz. spot e-auction where an intended buyer can participate in auction and forward e-auction where only end-users/actual consumers are eligible to have assured supply over a long period of one year. The Committee further note that under this new policy, CIL has been mandated to offer around 10% of estimated annual production of coal and the quantity allocated to the successful bidders has been 10% or above. The Committee observe from the data furnished by the Ministry of Coal regarding performance of e-auction during April 2013-March 2014 that in the case of spot e-auction, out of a total 84485 bidders, 50937 were successful bidders and out of 688.62 Lakh tonnes of total quantity of coal offered, only 581.25 Lakh tonnes were allocated at a bid price of Rs. 12767.06 crores with 37.6% increase over the notified price of Rs. 9281.04 crores. Similarly, the Committee observe that in the forward e-auction held during April 2013- March 2014, out of actual 354 bidders, 239 successful bidders were allocated 40.94 lakh tonnes of coal at a bid price of total allocated quantity of Rs. 621.55 crore with 39.8% increase over the notified price of Rs. 444.46 crores. The Committee observe a big gap between the quantity of coal offered and that actually allocated in the case of both spot e-auction as well as forward e-auction. The Committee are concerned to note that their recommendation made in 24th Report, (15th Lok Sabha) and 33rd Report on DFG (2013-14) (15th Lok Sabha) urging the Government

to put in place adequate safeguards to protect the interest of coal users and also to increase the quantity of coal auctioned through the forward e-auction scheme has not been implemented by the Government so far. The Committee also observe that the total quantity of coal offered remained low for forward e-auction at 78.80 lakh tonnes as compared to 688.62 lakh tonnes offered under the spot e-auction scheme. The Committee, therefore, desire that the quantity offered for actual end users of coal be adequately increased so that the intended purpose of assuring uninterrupted supply to actual consumers is achieved. The Committee may be apprised of the action taken in this regard.

Action Taken

As per NCDP around 10% of estimated production of CIL is offered under e-auction with a provision to review the quantity from time to time by MOC.

Due to increase in demand for power sector, coal is offered under spot e-auction from the sources where evacuation constraints like rail logistics, transportation bottle-necks etc. exist.

Being a long term commitment, forward e-auction is possible where coal availability is continuous and a systematic infrastructure exists for supply of coal which is difficult by the Coal Companies to foresee as stated above.

More over the e-auction consumers are mostly seasonal or such players who need coal for making up shortfalls of their demand as and when required.

Moreover, Consumers have also not shown much interest in forward e-auction. This is evident from the fact that against an offer of 78.80 lac tonne, only 40.9 lac tonne had been booked through Forward e-auction in 2013-14.

However all efforts are being made to increase the forward auction quantity to safeguard the interest of the end users as observed by the committee.

[Ministry of Coal F. No. 20011/17/2014-IFD, dated 27.03.2015]

Recommendation (Serial No. 16)

The Committee note that under the CSR policy, CIL and its subsidiary companies undertake different welfare activities, in and around coalfield area through amount earmarked against the CSR fund. The Committee

further note that as per section 135 of new Companies Act, 2013, the budget on CSR was allocated based on 2% of the average Net Profit of the Company during the three immediate preceding financial year or Rs. 2.00 per tonne of coal production of previous year Committee are happy to observe that the year 2013-14, the CSR fund has been utilized completely and in the current year (2014-15), a fund of Rs. 470 crore has been allocated towards CSR activities. The Committee have been apprised that around 50 percent of that CSR fund, which comes to Rs. 235 crore are being allocated for sanitation programme under the 'Swachh Bharat Campaign'. The Committee desire that efforts towards optimum utilization of the CSR fund be directed towards achieving the intended benefits.

Action Taken

Coal India Limited (CIL)

Coal India Limited and its subsidiaries allocated Rs. 471.65 crore for the year 2014-15 for undertaking Corporate Social Responsibility (CSR) as per Schedule VII of New Companies Act 2013 for Infrastructure Development, Skill Development, Social Empowerment, Water Supply, Health & Sanitation, Sports & Culture and Education facilities etc., out of which an amount Rs.180.24 crore has already been incurred by December 2014. Further, CIL Board has accorded its approval for financial assistance under CSR to Tata Medical Center to build a shelter named "Premasharya" at Kolkata for the poor cancer patients and their attendants. Similarly, Neyveli Lignite Corporation Limited (NLC) has Rs. 41.42 crore allocated for CSR activities and an amount of Rs.30.60 crore has already been incurred by December.

In addition to the above Coal India Limited & its subsidiaries Nayveli Lignite Corporation Limited have undertaken construction of toilets in Government schools in various States under Swachh Vidyalay Abhiyan. Under this programme, CIL & its subsidiaries and NLC have set target for construction of 52036 and 2500 toilets respectively in Government schools as per the list available on the website of the Ministry of Human Resource Development. The target would be achieved by August 2015.

[Ministry of Coal F. No. 20011/17/2014-IFD, dated 27.03.2015]

IMPLEMENTATION OF RECOMMENDATION OF THE COMMITTEE CONTAINED IN THE 33RD REPORT

Recommendation (Serial No. 17)

The Committee have analyzed the implementation of the observations/recommendations contained in their Thirty-Third Report

(15th LS) on Demands for Grants for the year 2013-14 of the Ministry of Coal. The analysis of the Committee shows that out of the 26 recommendations pertaining to the Ministry of Coal contained in their Report, only 13 recommendations (Sl. Nos. 1, 2, 3, 4, 5, 10, 12, 16, 19, 22, 23, 24 and 25) were accepted by the Government. No recommendation have yet been implemented by the Government. The Committee expect the Ministry to expedite the process of implementation of the recommendations.

Action Taken

The implementation status on the recommendations will be sent to Standing Committee on Coal and Steel shortly.

[Ministry of Coal F. No. 20011/17/2014-IFD, dated 27.03.2015]

CHAPTER III

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

DETAILED EXPLORATION IN NON-CIL BLOCKS

Recommendation (Serial No. 6)

The Committee note that the scheme of detailed exploration was aimed at bringing resources falling in indicated and inferred category into the proven category and in the year 2014-15, a drilling target of 12 lakh meters has been set which was to be carried out through departmental and contractual modes. The Committee note with concern that the actual total quantum of detailed exploration in Non-CIL/ Captive Mining Blocks in the last three years *i.e.* 2011-12, 2012-13 and 2013-14 remains stagnated at 2.22 lakh meters, 2.28 lakh meters and 2.38 lakh meters respectively and the drilling target made for the year 2014-15 stands at 4.11 lakh meters. The Committee desire the Ministry to make efforts to achieve the target of detailed drilling for 4.16 lakh meters for the current year. To this end, the Committee further desire the Ministry to accelerate needed procurement for new drill and other essential machineries and also explore the idea of increasing outsourcing work of drilling to potential private agencies with accredited track record of timely achievement of targets set.

Action Taken

A total of 1.90 lakh metres of detailed drilling has been carried out in Non-CIL/Captive Mining blocks during April to December, 2014. During this period, about 0.91 lakh metre of targeted detailed drilling could not be taken up due to non-availability of forest clearance and adverse law & order conditions in few outsourced blocks.

CMPDI has given supply order for procurement of 8 high-tech drills after open tendering and drills are expected to be delivered from February, 2015 onwards. The process of e-tendering has been followed to expedite outsourcing of exploration of coal blocks. Out of 4.16 lakh metre of detailed drilling in Non-CIL blocks, about 2.51 lakh metre has been targeted to be achieved through open tendering in 2014-15.

[Ministry of Coal F. No. 20011/17/2014-IFD, dated 27.03.2015]

NORTH EASTERN REGION (NER)

Recommendation (Serial No. 9)

The Committee are concerned to note that the North Eastern Region remains a totally neglected area with the lowest implementation record as exuded by the fact that year after year, the budget provisions pertaining to development of NER/Sikkim remain totally unutilized till 2012-13. Taking note of such gross un-utilization, Committee had recommended (24th Report on DFG, 2012-13) the Government to come up with concrete schemes for North Eastern Region. The Ministry of Coal in their Action Taken Reply had informed that they had noted the recommendation of the Hon'ble Committee for taking appropriate action. However, the Committee were unhappy to note that against the budgetary allocation of Rs. 25 crore during 2012-13 for development of North Eastern Region (NER), the actual expenditure was nil as no schemes specifically for development of North Eastern Region were formulated and as such no expenditure was incurred thereon. While recommending the Government to come up with concrete schemes for North Eastern Region, the Committee had then expected that the budgetary allocation of Rs. 24 crore earmarked for North Eastern Region during 2013-14 will be fully utilized. However, yet again the Ministry of Coal in their Action Taken Reply made the off repeated assurance that the concern of the Hon'ble Committee have been noted and concreted efforts to utilize funds earmarked were being made. The examination of the scheme for North Eastern Region, however, reveals that despite repeated assurances and much prodding by the Committee, the Ministry could utilize mere Rs. 1.76 crore out of the budget provisions of Rs. 28.95 crores. Surprisingly, defying any logic, the Budget Estimates for 2014-15 further raised the amount to Rs. 29 crore. The Committee note the reasons cited by the Ministry such as hindrances in exploration work viz. difficult geological characteristics, large forest covers, adverse law and order conditions and land issues, very low estimates of coal resources in the region (0.5% of total reported coal reserves of India) and for non implementation of S&T schemes viz. limited research proposals being submitted by Institutes located in the North East or elsewhere. Alarmingly no S&T projects was being implemented in the NER. The Committee are not satisfied with the repeated replies of the Ministry that efforts are being made to increase expenditure on R&D for the NER by way of inviting R&D proposals for effective explorations of coal deposits in the region. The Committee, therefore, recommend the Ministry to provide needed incentives for evoking adequate response of R&D proposals for effective exploration of Coal reserves in the area. The Committee may like to be apprised of tangible efforts in terms of concrete deliverables made in this regard.

Action Taken

DGM (Nagaland) & DGM (Assam) are doing Promotional (regional) Exploration for coal under the Central Sector Scheme of MoC. The work of DGM (Assam) is not progressing due to adverse Law & Order conditions in Karbi-Along district. To promote the regional exploration work in NE region, 3.35 times higher rates are provided for drilling carried out in NE region as against the other areas. To improve the existing machineries of DGMs, MoC has sanctioned fund for procurement of one drill unit each by DGM (Nagaland) & DGM (Assam). In a recent development in January, 2015, MoC has permitted outsourcing of drilling etc. in NE region for Promotional (regional) Exploration of coal.

Very limited number of research proposals are being submitted by various institutes located in North Eastern Region (NER), although the request letters inviting research proposal are sent to these institutes.

As a matter of fact, recently two research proposals were received from the research/academic institutes of NER. One is related to beneficiation of NER coals, which was not agreed by Technical Sub-Committee of Standing Scientific Research Committee (SSRC) as the earlier studies concluded that no substantial removal of organic sulphur could be achieved through beneficiation. The other one received from IIT, Guwahati & CMERI, Durgapur is under consideration.

Efforts are continued to encourage academic institutes/research organisations from NER for participation in coal research.

[Ministry of Coal F.No. 20011/17/2014-IFD, dated 27.03.2015]

CONSTRAINTS AND HURDLES IN IMPLEMENTATION OF PROJECTS

Recommendation (Serial No. 13)

The Committee observe that there are many social, legal, political and economic dimensions to the execution of coal projects in mining areas which centre around environmental, administrative and social issues related to displacement and rehabilitation of project affected people. Undoubtedly, issues of such serious magnitude have implications on the human rights and Fundamental Rights of these people. The Committee note that the Ministry of Coal in their Annual Report (2013-14) cites the main reasons for slippage in implementation of projects viz. delay in acquisition of land and associated problems of rehabilitation; delay in grant of Environmental and Forest clearances; delay due to adverse geo mining conditions, etc. Various steps to improve project implementation as have been cited in the Annual Report are formulation of new Rehabilitation and Resettlement Policy; expeditious land acquisition proceedings; introduction of sophisticated geological and geophysical exploration techniques for advance and accurate forecasting of geo-mining conditions; Standardization of the

Monitoring system for Project Implementation; various initiatives taken up for expeditious NOC under Forests Right Act, implementation of critical rail links for evacuation/transportation of coal; revision of the process of tendering for encouraging better and wider participation through e-tendering; etc. The Committee hardly need to emphasise that the first and foremost priority of the Ministry should be to tackle with renewed vigor and thrust, the various constraints and hurdles being faced presently for implementation of projects, which will go a long way in domestic exploration and production of coal to achieve self reliance in domestic coal production and to reduce the dependency on coal imports. The Committee, therefore, desire that the Ministry come out with a road-map with specific timelines for resolving the main hurdles and constraints faced. The Committee may be apprised of the action taken thereon.

Action Taken

The constraints faced in implementation of coal projects are extraneous to CIL and involve multiple agencies like the State Government, MoEF, MoR, etc. An exercise has been carried out by CIL to prepare a roadmap for producing 1 Billion Tonnes of coal by 2019-20 which involves expansion of many existing projects as well as production from the new projects. A timeline in this respect to overcome the constraints, existing as well as foreseen, is under process of finalization. However, redressal of majority of the constraints like grant of EC, FC, land acquisition, etc. depends on the response from the agencies as mentioned earlier.

Further, CMPDI has already introduced e-tendering for outsourcing of exploration. The sophisticated geophysical technique of 2-D and 3-D Seismic Survey has also been introduced. The 2-D survey techniques have been routinized whereas NGRI has been introduced to implement a 3-D Seismic Survey in Ib Valley area. However, the efforts to enhance exploration quantum and speed is getting affected due to non-availability of statutory prospecting permission for drilling in forest areas from Forest Departments of States and MoEF, New Delhi and prevailing law and order situation in some areas. Exploration in number of blocks could not be started due to non-availability of forest permission. In two blocks, exploration work was closed prematurely. The problem will continue if the existing norm of 20 boreholes per 10 sq. km. is not revised to 20 boreholes per sq. km. for detailed exploration.

CMPDI has submitted online applications to Ministry of Forests and Environment for coal exploration in forest area. Regular follow up and compliance reports are being submitted for clearance. Ministry level meetings have been organized, but till date permission has been granted for detailed coal exploration in 2 blocks *i.e.* Marki-Barka East & West in MP State.

[Ministry of Coal F.No. 20011/17/2014-IFD, dated 27.03.2015]

CHAPTER IV

OBSERVATIONS/RECOMMENDATIONS IN RESPECT OF WHICH REPLIES OF THE GOVERNMENT HAVE NOT BEEN ACCEPTED BY THE COMMITTEE

CONSERVATION OF SAFETY IN COAL MINES AND DEVELOPMENT OF TRANSPORT INFRASTRUCTURE UNDER CCDA

Recommendation (Serial No. 8)

The Committee note that under the schemes for Conservation of Safety in Coal Mines and Development of Transport Infrastructure under CCDA, the expenditure incurred by Coal Companies are reimbursed partially as per the statutory provisions under the Coal Mines (Conservation and Development) Act, 1974, the principal objective of which is to collect excise duty on coal for disbursing the same to the coal mines for conservation and development related works including infrastructure development, for which budget provisions are made taking into account existing commitment/liability of the preceding financial year. The Committee note that a total amount of Rs. 2825.80 lakhs were spilledover to 2014-15 pertaining to development of Railway Infrastructure of Jharsuguda alignment from Gopalpur Manoharpur Block (100% CCDAC assistance) under MCL whereas for all other Road/Rail Infrastructure Projects, there was no spillover amount to 2014-15. The Committee also observe with profound concern the decreasing expenditure incurred on Roads meant for coal transportation by ECL (Rs. 819.66 lakhs in 2012-13 to Rs. 596.77 lakh in 2013-14); NEC (Rs. 103.30 lakhs in 2012-13 to Rs. 33.82 lakhs in 2013-14); and CCL (Rs. 2264.22 lakhs in 2012-13 to Rs. 1934.87 lakhs in 2013-14). The Committee desire that more thrust be given on creation of transport infrastructure, an important and essential component for more speedy delivery of coal to defined destination for specified end use. The Committee, therefore, recommend that more funds be made available and also utilized optimally for creation of such infrastructure assets.

Action Taken

During 2014-15, Rs. 75.00 crore was sought in 2014-15 by Coal Controller's Organisation and the same was allotted in BE 2014-15 by Ministry of Finance, which has been fully utilized.

[Ministry of Coal F.No. 20011/17/2014-IFD, dated 27.03.2015]

Comments of the Committee

(Please see para 16 of Chapter I of the Report)

CHAPTER V

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

NIL

NEW DELHI;
05 May, 2015

15 Vaisakha, 1937 (Saka)

RAKESH SINGH,
Chairperson,
Standing Committee on
Coal and Steel.

ANNEXURE I

MINUTES OF THE SITTING OF THE STANDING COMMITTEE ON COAL
AND STEEL HELD ON 05 MAY, 2015 IN HON'BLE CHAIRPERSON'S
CHAMBER, ROOM NO. '112', FIRST FLOOR, PARLIAMENT
HOUSE ANNEXE, NEW DELHI

The Committee sat from 1700 hrs. to 1730 hrs.

PRESENT

Shri Rakesh Singh – *Chairperson*

MEMBERS

Lok Sabha

2. Shri A. Arunmozhithevan
3. Shri Kalyan Banerjee
4. Dr. Banshilal Mahato
5. Shri Godam Nagesh
6. Shri Devji M. Patel
7. Shrimati Riti Pathak
8. Shrimati Ranjit Ranjan
9. Shri Neiphiu Rio
10. Shri Tathagata Satpathy
11. Shri Janardan Singh "Sigriwal"
12. Shri Pashupati Nath Singh
13. Shri Sunil Kumar Singh
14. Shri Rama Kishore Singh
15. Shri Krupal Balaji Tumane

Rajya Sabha

16. Shri Md. Nadimul Haque
17. Shri Jugul Kishore
18. Shri Avinash Pande

ANNEXURE II

(Vide Para IV of Introduction)

ANALYSIS OF ACTION TAKEN BY THE GOVERNMENT ON THE
OBSERVATIONS/RECOMMENDATIONS CONTAINED IN THE
FIRST REPORT OF THE STANDING COMMITTEE
ON COAL AND STEEL

I. Total No. of Recommendations made:	17
II. Recommendations that have been accepted by the Government:	13
<i>(vide recommendation at Sl. Nos. 1, 2, 3, 4, 5, 7, 10, 11, 12, 14, 15, 16 and 17)</i>	
Percentage of total	76%
III. Recommendations which the Committee do not desire to pursue in view of the Government's replies:	03
<i>(vide Recommendation at Sl. Nos. 6, 9 and 13)</i>	
Percentage of total	17.64%
IV. Recommendations in respect of which replies of the Government have not been accepted by the Committee:	01
<i>(vide recommendation at Sl. No. 8)</i>	
Percentage of total	5.88%
V. Recommendations in respect of which final replies of the Government are still awaited:	00
<i>(NIL)</i>	
Percentage of total	0%