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**RAILWAY CONVENTION COMMITTEE**

**(2014)**

**(SIXTEENTH LOK SABHA)**

**MINISTRY OF RAILWAYS**

**(RAILWAY BOARD)**

**SAFETY PROVISIONS AT UNMANNED LEVEL  
CROSSINGS**



सत्यमेव जयते

**LOK SABHA SECRETARIAT**

**NEW DELHI**

*August, 2017 / Shravana, 1939 (Saka)*

**FIFTEENTH REPORT**  
**RAILWAY CONVENTION COMMITTEE**  
**(2014)**

**(SIXTEENTH LOK SABHA)**

**MINISTRY OF RAILWAYS**  
**(RAILWAY BOARD)**

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Presented to Lok Sabha on 10.8.2017

Laid in Rajya Sabha on 10.8.2017



**LOK SABHA SECRETARIAT**

**NEW DELHI**

*August, 2017/Shravana, 1939 (Saka)*

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# CONTENTS

	<b>PAGES</b>
<b>COMPOSITION OF THE RAILWAY CONVENTION COMMITTEE (2014-19)</b>	(i)
<b>INTRODUCTION</b>	(ii)
<b>PART-</b>	
<b>(I)</b> Introductory	1
<b>(II)</b> Elimination of UMLCs	2-11
<b>(III)</b> Accidents at UMLCs	11-14
<b>(IV)</b> Appointment/Engagement of Gate Mitras	14-19
<b>(V)</b> Construction of ROBs/RUBs/Subways	20-22
<b>(VI)</b> Common Problems at the UMLCs	21-23
<b>(VII)</b> Fund Allocation and Utilisation	23-26
<b>PART-II  OBSERVATIONS/RECOMMENDATIONS</b>	17-24

## APPENDICES

<b>I.</b> Minutes of the Thirty Third sitting of the Railway Convention Committee (2014) held on 9 May, 2017	25-26
<b>II.</b> Minutes of the Thirty Seventh sitting of the Railway Convention Committee (2014) held on 3 August, 2017	27-28

**COMPOSITION OF THE RAILWAY CONVENTION COMMITTEE  
(2014)**

**Shri Bhartruhari Mahtab, MP - Chairperson**

**Members**

**Lok Sabha**

2. Shri Abhishek Banerjee
3. Shri Sanganna Amarappa Karadi
4. Shri K. Ashok Kumar
5. Shri Kamalbhan Singh Marabi
6. **Vacant\***
7. Shri Nana Patole
8. Shri Janak Ram
9. Shri Rahul Ramesh Shewale
10. Shri Bharat Singh
11. Shri Liladharbhai Khodaji Vaghela
12. Shri K.C. Venugopal

**Rajya Sabha**

13. Shri Derek O' Brien
14. Shri T.K. Rangarajan
15. Shri Prem Chand Gupta
16. Shri Abdul Wahab
17. Smt. Vandana Chavan
18. Shri Ranvijay Singh Judev

**Secretariat**

1. Shri M. K. Madhusudhan - Director
2. Shri D. R. Mohanty - Additional Director

\*Vacancy occurred w.e.f. 05<sup>th</sup> July, 2016 vice Smt. Anupriya Patel was appointed MOS

## **INTRODUCTION**

I, the Chairperson, Railway Convention Committee (2014), having been authorized by the Committee, present this Fifteenth Report on 'Safety Provisions at Unmanned Level Crossings'.

2. The Committee obtained background material and written information from the Ministry of Railways (Railway Board) in connection with the examination of the subject. The Committee also took oral evidence of the representatives of the Ministry of Railways (Railway Board) on 9<sup>th</sup> May, 2017. The Committee express their thanks to the representatives of the Ministry of Railways (Railway Board) for appearing before the Committee and also for furnishing requisite written information on the subject, as desired by the Committee.

3. The Committee considered and adopted this Report at their sitting held on 3<sup>rd</sup> August, 2017. The Minutes of the sitting of the Committee are appended to the Report.

4. For facility of reference and convenience, the Observations/ Recommendations of the Committee have been printed in bold letters in the Report.

New Delhi:  
4 August, 2017  
**13 Shravana, 1939 (SAKA)**

**BHARTRUHARI MAHTAB**  
CHAIRPERSON  
RAILWAY CONVENTION COMMITTEE

# **PART - I**

## **REPORT**

### **I. INTRODUCTORY**

Level Crossings are meant to facilitate the smooth running of traffic in a regulated manner governed by specific rules and conditions. As on 30th April, 2017 there were 27054 level Crossings on Indian Railways network out of which 19504 were Manned Level crossings (MLCs) and 7550 Unmanned Level Crossings (UMLCs). Indian Railways have decided to progressively eliminate the UMLCs for the safety of Road users and train passengers.

2. The biggest problem faced by the Indian Railways at UMLCs is non-adherence of warning signs and safety rules by the road users. Therefore, safety is accorded highest priority by the Indian Railways and they are taking all possible steps on a continual basis to prevent accidents and enhance safety at the UMLCs. Such measures *inter-alia* include timely replacement of over-aged assets, provision of basic infrastructure, launching of safety drives from time to time, social awareness campaigns to educate road users, appointment of Gate Mitras, construction of ROBs/RUBs/Subways etc.

3. Against the above backdrop, the Committee took up the subject for examination to assess the performance of the Ministry in elimination of UMLCs as well as to gauge the outcome of the measures taken for enhancing safety and curbing accidents at the LCs. In the process, the Committee obtained Background Notes and Written Replies from the Ministry. The Committee also took oral evidence of the representatives of the Railway Board. Further, the Committee undertook on-the-spot Study Visits to various Zonal Railways and obtained first hand feedback

at the field level. Based on the written and oral depositions by the Ministry as well as the inputs gathered during the Study Visits, the Committee have broached upon the subject matter in detail as enumerated below.

## II. ELIMINATION OF UMLCs

4. In response to a query regarding the elimination of UMLCs by various Zonal Railways during the last five years, the following information was furnished to the Committee:

### Elimination of Unmanned Level Crossings in last 5 years

S.No.	RLY	2012-13	2013-14	2014-15	2015-16	2016-17	Total
1	CR	33	44	49	43	17	186
2	ER	78	63	56	51	61	309
3	ECR	20	22	28	20	42	132
4	ECOR	77	62	98	159	128	524
5	NR	82	97	163	98	150	590
6	NCR	8	49	26	19	70	172
7	NER	163	97	62	139	126	587
8	NFR	23	87	43	79	123	355
9	NWR	36	61	64	94	124	379
10	SR	128	94	86	98	119	525
11	SCR	171	74	119	68	149	581
12	SER	56	71	78	120	190	515
13	SECR	55	50	39	56	43	243
14	SWR	141	84	56	100	65	446
15	WR	49	107	101	71	96	424
16	WCR	43	40	80	38	0	201
<b>IR</b>		<b>1163</b>	<b>1102</b>	<b>1148</b>	<b>1253</b>	<b>1503</b>	<b>6169</b>

5. Asked to furnish the data on the existing gauge-wise UMLCs as on 1<sup>st</sup> April, 2017, the following information was furnished:

### GAUGE-WISE UNMANNED LEVEL CROSSINGS (AS ON 01.04.2017)

S. No.	Railway	Broad Gauge (BG)	Meter Gauge (MG)	Narrow Gauge (NG)
1	CR	0	0	109
2	ER	5	0	0
3	ECR	456	228	0
4	ECOR	185	0	0



<b>5</b>	<b>NR</b>	820	0	4
<b>6</b>	<b>NCR</b>	131	5	191
<b>7</b>	<b>NER</b>	477	251	0
<b>8</b>	<b>NFR</b>	281	0	167
<b>9</b>	<b>NWR</b>	497	299	0
<b>10</b>	<b>SR</b>	340	111	0
<b>11</b>	<b>SCR</b>	284	47	0
<b>12</b>	<b>SER</b>	361	0	0
<b>13</b>	<b>SECR</b>	18	0	260
<b>14</b>	<b>SWR</b>	267	0	0
<b>15</b>	<b>WR</b>	821	583	503
<b>16</b>	<b>WCR</b>	0	0	0
<b>Total</b>		<b>4943</b>	<b>1524</b>	<b>1234</b>

6. The Committee were informed that the Ministry of Railways endeavoured to eliminate all the UMLCs by the following methods depending upon feasibility:

- (i) Closure - Closing unmanned LCs having NIL/negligible traffic volume.
- (ii) Merger - Merger of unmanned LCs to nearby LCs/grade-separators by Construction of diversion road.
- (iii) Provision of Subways/RUBs
- (iv) Manning - Though manning is not an ideal solution, unmanned LCs which cannot be eliminated by above methods will be progressively manned.

7. The Committee desired to be apprised of the specific and urgent measures taken/proposed for progressive elimination of all the UMLCs. In reply, the Ministry submitted as under:

“Following steps have been taken for progressive elimination of unmanned level crossings-

- (i) All works sanctioned.
- (ii) Allocation of fund has been enhanced in successive years.

Year-wise target for elimination of balance unmanned level crossings are as under:

2017-18 - 1500  
2018-19 - 1500  
2019-20 - 1943”

8. Highlighting the Ministry’s planning to remove all the UMLCs especially on the broad gauge network, the Chairman, Railway Board submitted in evidence as under:

“...We have a plan to remove all the level crossings on broad gauge network. The level crossings on meter gauge network will be gradually removed along with gauge conversion work. In narrow gauge, the speeds are so less that it has not been considered appropriate to remove them and wherever it is necessary, we will man them.”

9. The Chairman, Railway Board further apprised as follows:

“...As on 1.4.17, the total number of unmanned level crossings (in broad gauge) were 4,943 and we intend to remove them in three years. By 2020, all level crossings will be removed. In the first two years, we will remove 1,500 each and balance 1,943 will be removed in the last year.”

10. Giving a comparative performance of the Indian Railways in the elimination of UMLCs during the last few years, the Chairman, Railway Board deposed:

“...Over a period of time, we have been removing a lot of unmanned level crossings. In fact, in 2012-13, we had removed 1,163 unmanned level crossings. This number has gradually gone up. In 2015-16, we had removed 1,253 unmanned level crossings. Last year, we eliminated 1503, the highest ever number of unmanned level crossings.”

11. Asked to state the feasibility of merging UMLCs existing within short distances, the Chairman, Railway Board submitted:

“...The merger of the level crossings by diversion is another way. If the traffic is almost negligible at a level crossing, with permission of the State Government, we can go in for its closure but that is a very, very small number out of total 4943 unmanned level crossings and those are available, at the moment, on broad gauge network. We have been able to identify only forty five level crossings which perhaps could be closed with the State Government’s permission where the traffic is almost negligible.”

12. The Committee were informed that a policy decision had been taken by the Railway Board in January, 2012 not to permit any new Level Crossings on the existing Lines or on any New Line/Gauge conversion to be commissioned. However, in exceptional cases, retention of UMLCs could be permitted with the approval of the Railway Board.

13. In the above context, the Committee asked whether any new LCs had been created subsequent to the policy decision taken in 2012. In reply, the Ministry stated as under:

“In the New Line/Gauge Conversion unmanned level crossings have been permitted where traffic density is very low. Visibility is being ensured at these locations otherwise speed restriction is being imposed.”

14. The Committee then queried about the guiding parameters adopted for indentifying the exceptional cases on the basis of which retention of UMLCs could be permitted. In reply, the Ministry submitted as under:

“Following are guiding parameters for identifying the exceptional cases: -

- (i) Where it is not feasible to provide RUB due to inadequate height of embankment.
- (ii) Cost of elimination of Unmanned Level Crossings.
- (iii) Level of traffic (Low traffic density)
- (iv) Visibility criteria”

15. The Committee were also apprised that on the plea of ‘exceptional cases’, as many as 636 UMLCs had been retained out of which 143 UMLCs were in New Lines and 493 in Gauge Conversion.

16. In response to a specific query, the Ministry submitted that it was feasible that all the UMLCs could be eliminated. The Ministry simultaneously stated that Manning of UMLCs was also one of the methods of their elimination and those UMLCs which could not be eliminated by any other means would be progressively manned.

### III. ACCIDENTS AT UMLCS

17. As regards train accidents occurred at the UMLCs during the last five years, the Committee were informed that there were 199 consequential train accidents due to the negligence of road vehicle users at the UMLCs during the last five years i.e. from 2012-13 to 2016-17.

18. Asked to furnish the Zone-wise breakup of the accidents, the following information was furnished to the Committee:

<b>Railway</b>	<b>2012-13</b>	<b>2013-14</b>	<b>2014-15</b>	<b>2015-16</b>	<b>2016-17</b>
Central	2	1	0	0	1
East Coast	5	3	2	0	0
East Central	2	5	5	0	4
Eastern	0	0	0	0	1
North Central	1	2	1	1	1
North Eastern	3	5	6	5	2
Northeast Frontier	3	3	0	2	3
Northern	13	6	9	9	4
North Western	8	10	8	7	2
South Central	3	1	2	0	0
South East Central	4	1	1	0	0
South Eastern	2	4	2	2	1
Southern	5	1	2	0	0
South Western	0	2	5	1	2
West Central	0	1	1	0	0
Western	2	2	6	2	0
KRC	0	0	0	0	0
Metro	0	0	0	0	0
<b>Total</b>	<b>53</b>	<b>47</b>	<b>50</b>	<b>29</b>	<b>20</b>

19. Regarding accidents occurred at the Manned Level crossings during the corresponding period, the Ministry stated that there were 21 accidents at the MLCs during the last five years i.e. five accidents in

2012-13, four in 2013-14, six each in 2014-15 and 2015-16 and no accidents in 2016-17.

20. The Committee desired to be apprised of the specific measures undertaken by the Zonal Railways towards enhancing safety aspect and averting accidents at UMLCs. In response the Ministry submitted as under:

“Safety on Indian Railways is an ongoing process and various measures are being adopted by the Ministry of Railways to ensure safety at Level Crossings such as launching of safety drives from time to time wherein Railway Officers conduct surprise checks covering all aspects of safety at level crossings, generating awareness among general masses-through media, SMSs, nukkad nataks , posters, banners, pamphlets & handbills and counseling of road users, educational institutes, gram panchayats etc. In the year 2016, around 19663 number of educational institutes and gram panchayats were counseled, 1812112 numbers of pamphlets & handbills were distributed,1419 numbers of nukkad nataks were conducted 108302677 numbers SMS were sent and several numbers of campaigns on TV, radio & cinema halls were launched.”

21. The Ministry further submitted as follows:

“Safety audits are conducted by Zonal Railways on periodic intervals, comprising multi-disciplinary teams of Senior Administrative Grade Officers, on all Railway infrastructures including level crossing covering audit of assets, maintenance practices and safety protocols. The basics purpose of such audits is to identify weak areas in assets maintenance, safety procedures and systemic defects and to provide ways and means to prevent accidents.

Zonal Railways also undertake other safety measures like following safety drives from time to time:-

- (i) to inculcate safety consciousness amongst staff and road users,
- (ii) to ensure availability of basic infrastructure at level crossings including whistle boards, road warning boards, speed

breakers/rumble strips, adequate visibility etc. as per the laid down standards and

(iii) to ensure observance of Gate working instructions at manned level crossings.

Zonal Railways also launch publicity campaigns to educate road users for observance of safe practices as prescribed in Motor Vehicles Act and Indian Railways Act through print and electronic media, joint ambush checks involving civil authorities are undertaken to apprehend errant road users.”

22. As regards Guidelines issued/prescribed for the purpose, the Ministry apprised as follows:

“Guide lines have been issued prescribing the periodicity for Scheduled maintenance and inspections by Technician and Supervisors of S&T Department for maintenance/checking of telephone communication at manned level crossing gates. Also the schedule is laid down for maintenance of the Lifting barriers, Signals and other associated gears at interlocked Level Crossing gates. Officers are also checking the gates regularly for safe working and effectiveness of interlocking of the Level Crossing gates and its condition during their schedule inspections. The Gateman is also regularly counseled during periodic inspection about the understanding of the gate working rules.”

23. Asked to state the monitoring mechanism evolved and surprise inspections conducted to ensure enforcement of the safety measures, the Ministry submitted as under:

“Surprise inspections by divisional officers are being done to check the alertness of the Gateman and effectiveness of all gate equipments including interlocking system. Safety audits are also carried out by SAG officers from Head Quarters and also from adjacent Railways as nominated by the Railway Board.”

24. The Ministry further stated that monitoring was being done by ensuring inspection by the Zonal/Divisional Railways at different levels at prescribed frequency through the Safety Departments.

25. The Chairman, Railway Board supplemented in evidence as under:-

“At unmanned level crossings, we take all the precautions. There are whistle-boards and signboards. There are speed-breakers which are provided on the road. We see to it that the surface on unmanned level crossing is smooth. Even the gradient part is taken care of so that the road-user is able to see on both the sides whether there is an approaching train or not and take adequate precautions while crossing the track...”

26. Asked to state categorically the extent to which removal of UMLCs has helped in reducing accidents, the Chairman, Railway Board deposed as follows:

“Because of removal of unmanned level crossings, the absolute number of accidents, that have taken place on unmanned level crossings, has also shown a declining trend. In 2012-13, the unmanned level crossing accidents were 53. Last year, the number came down to 40. Similarly, the casualties at unmanned level crossings have correspondingly gone down. In 2012-13, the number of casualties was 123 and in 2016-17, casualties were 40 in accidents at unmanned level crossings. So, unmanned level crossing elimination had a salutary effect in reducing the number of accidents and number of casualties. In fact, they used to form almost 50 per cent of the total accidents. Now, that number has come down to 34 per cent of the total accidents. As the unmanned level crossings are further eliminated, these accidents will come down.”

27. The Committee then desired to know whether there was any provision for payment of compensation by the Zonal Railways concerned to the accident victims/their families. In response, the Ministry deposed as under:

“Under the Railway Act, 1989, liability of Railway to compensate is limited to the rail passengers who are victims of train accident/untoward incidents. There is no laid down provision in

Railway Act 1989 for compensation to road users who are victims of accident at level crossings. However, compensation if decreed by Motor Accident Claims Tribunal (MACT) or any other court is paid by Railways, if Railways decide to implement the decree.”

28. Asked to state the exact compensation amount paid during the last five years the Ministry responded that compensation amount of Rs. 1,29,38,894/- had been paid to the victims of accidents at LCs by the Zonal Railways during the last five years.

#### **IV. APPOINTMENT/ENGAGEMENT OF GATE MITRAS**

29. As regards appointment/engagement of Gate Mitras, the Ministry apprised the Committee as under:

“Indian Railways have not made any regular/permanent appointment of “Gate Mitras/ Gate Counselors”. However, Zonal Railways have been advised to deploy Gate Mitras/Gate Counselors purely as a temporary measure on outsourcing on contractual basis at identified vulnerable Unmanned Level Crossings(UMLCs) on Indian Railways to counsel the road vehicle users for observance of safe practice while negotiating Unmanned Level Crossings (UMLCs). So far, as on 01.04.2017 3941 Gate Mitras/ Counselors have been deployed on identified vulnerable Unmanned Level Crossings (UMLCs) on Indian Railways till these gates are eliminated.”

30. Asked to furnish the details of Zone-wise deployment of Gate Mitras/Counselors as on 1<sup>st</sup> April, 2017, the following information was submitted to the Committee:

<b>Railway</b>	<b>No. of Gate Mitras/Gate Counsellors deployed</b>
Central	0
Eastern	0
East Central	153
East Coast	51
Northern	771
North Central	194
North Eastern	446
Northeast Frontier	99
North Western	542
Southern	127
South Central	483
South Eastern	361



Southeast Central	17
South Western	267
Western	430
West Central	0
KRCL	0
KMR	0
<b>Total</b>	<b>3941</b>

31. The Committee then asked about the monitoring mechanism evolved to keep a watch on the performance of the Gate Mitras deployed at UMLCs. In response, the Chairman, Railway Board submitted in evidence:

“...As regards their surprise inspection or supervision these are all nominated gates where Gate Mitras are provided. The loco pilot of the train is supposed to keep a watch. In case he finds that the Gate Mitra is not there on that nominated gate, he is supposed to report that. That is the way how we provide for it. Maybe, if there are any specific cases where we have provided the Gate Mitra and he is absent, we can definitely take up those issues.”

## V. CONSTRUCTION OF ROBs/RUBs/SUBWAYS

32. In response to a query of the Committee regarding the number of Road Over Bridges (ROBs), Road Under Bridges (RUBs) and Subways constructed by various Zonal Railways during the last five years i.e. from 2012-13 to 2016-17, the following detailed information was furnished to the Committee:

ROB/RUB/Subways Constructed in last 5 Years													
SN	RLY	2012-13		2013-14		2014-15		2015-16		2016-17		Total	
		ROB	RUB Subways	ROB	RUB Subways	ROB	RUB Subways	ROB	RUB Subways	ROB	RUB Subways	ROB	RUB Subways
1	CR	9	29	12	35	10	40	10	52	11	57	52	213
2	ER	14	52	5	32	5	21	3	61	7	15	34	181
3	ECR	46	9	21	25	13	9	9	13	3	12	92	68
4	ECOR	4	2	5	28	7	42	7	59	4	70	27	201
5	NR	19	35	30	48	25	59	31	91	20	184	125	417
6	NCR	15	6	22	43	10	78	8	43	8	95	63	265
7	NER	5	14	6	30	6	16	4	13	8	49	29	122

8	NFR	6	43	4	56	10	74	18	47	19	85	57	305
9	NWR	10	110	14	127	12	129	11	60	10	138	57	564
10	SR	34	26	22	51	32	44	25	43	27	75	140	239
11	SCR	15	44	16	93	11	99	16	58	5	75	63	369
12	SER	5	5	3	19	1	14	5	26	0	46	14	110
13	SECR	6	95	6	55	7	35	8	68	8	99	35	352
14	SWR	21	100	16	153	17	112	23	56	18	37	95	458
15	WR	18	23	15	30	14	46	13	50	21	87	81	236
16	WCR	9	55	13	80	5	105	3	90	2	59	32	389
IR		236	648	210	905	185	923	194	830	171	1183	996	4489

33. Asked to state the number of ROBs/RUBs/Subways sanctioned during the above mentioned years, the following data was submitted:

SN	Railways	2013-14		2014-15		2015-16		2016-17		2017-18	
		ROB	RUB/ □ Subways	ROB	RUB/ □ Subways	ROB	RUB/ □ Subways	ROB	RUB/ □ Subways	ROB	RUB/□ Subways
1	CR	1	26	2	1	17	17	18	24	24	19
2	ER	60	28	0	0	3	13	9	1	1	0
3	ECR	23	185	5	0	36	33	34	0	2	10
4	ECOR	0	91	0	0	1	38	7	53	3	19
5	NR	99	319	4	0	5	125	43	87	13	0
6	NCR	2	139	0	1	4	17	29	121	3	0
7	NER	3	23	5	1	13	47	18	28	16	108
8	NFR	3	92	0	0	30	1	2	2	0	0
9	NWR	0	312	0	0	19	32	10	33	1	0
10	SR	23	249	3	0	38	71	22	100	17	32
11	SCR	7	22	0	0	20	111	16	99	23	17
12	SER	16	3	1	0	0	69	12	22	11	13
13	SECR	7	42	1	0	11	25	8	39	4	8
14	SWR	3	34	5	0	5	0	11	5	5	15
15	WR	6	77	2	0	24	136	22	38	6	91
16	WCR	0	205	2	1	11	1	28	8	1	0
	<b>Total</b>	<b>253</b>	<b>1847</b>	<b>30</b>	<b>4</b>	<b>237</b>	<b>736</b>	<b>289</b>	<b>660</b>	<b>130</b>	<b>332</b>

34. The Committee then desired to know the extent to which construction of ROBs/RUBs/Subways had resulted in reduction/prevention of accidents at the Level Crossings. In reply, the Ministry stated that construction of ROBs/RUBs/Subways had resulted in substantial reduction in accidents. There were 53 accidents at UMLCs in 2012-13 whereas in 2016-17, the number of accidents had come down to 20.

35. The Committee pointed out that most of the ROBs/RUBs got stuck or delayed due to lack of interest on the part of bidders and desired to be apprised of the measures taken by the Railways to overcome the impediments. In reply, the Ministry submitted as follows:

“Railway undertakes construction of ROBs in Railway Bridge portion whereas approaches are being constructed by State Government. Completion of ROB depends on various factors like removal of encroachment, land acquisition, availability of funds and other regional priorities. Railways is making every effort to complete its portion of work along with that of approaches by State Government. Regular meeting is being conducted at Zonal Railway level with State Government. Work is being allotted through open tender in transparent manner.”

36. Underlining the constraints faced in the construction of ROBs/RUBs/Subways, the Chairman, Railway Board deposed in evidence:

“As regards the constraint for elimination of unmanned level crossings is concerned, one of course is funds. Today, I cannot say that fund is really a constraint. Basically, for removing unmanned level crossings, we have put an RUB. We need to block the trains meaning thereby that we have to stop the trains if it is by cut and cover connection method, or if it is by other method, then we have to put speed restrictions for quite some time, before it is free from that speed restriction; and a box is inserted for RUB. There are limitations. We cannot take up all the unmanned level crossings together. On one route, we take up a few unmanned level crossings at a time. That is one constraint, that is, how much block time is available or extra running time that we can permit on

that route because trains otherwise will get very, very delayed. That is another constraint.

The third constraint which you had mentioned is about the approach roads which are generally done by the State Governments. There are issues of utility shifting at times and there are some pucca structures at the approach of the road as people normally have resistance to removal of those structures. Those constraints are there and we keep having a dialogue, as you mentioned. Our DRMs and GMs keep interacting with the State Government authorities at district as well as at their Headquarters with Chief Secretaries to sort out these issues.”

37. Asked to state the measures taken by the Railways to promote competition and transparency in the invitation of bids and award of contracts for the construction of ROBs/RUBs, the Ministry submitted that with a view to promoting competition and transparency, E-tendering was being done to invite tenders and award contracts.

38. In response to another specific query, the Ministry responded that the construction of ROBs/RUBs was not being done through the PPP model.

## **VI. COMMON PROBLEMS AT THE UMLCs**

39. As regards the common problems encountered at the UMLCs and the measures taken by the Railways to address them, the Ministry submitted as under:

“The common problems that the Indian Railways encounter at Unmanned Level Crossings is non-observance of provisions of the Motor Vehicle Act, 1988 by road vehicle drivers. However, these problems have been addressed by Indian Railways by using provision of basic infrastructure at unmanned level crossings, including appropriate visibility, width, gradient, level surface on either side from centre of the nearest track, whistle boards, road warning boards, surface of the approach road and speed breakers/rumble strips as per laid down standards.

Progressive elimination of unmanned level crossings is done by (i) Closing unmanned level crossings having NIL/negligible Train Vehicle Unit (TVU) (ii) – Merger of unmanned level crossings to

nearby manned/unmanned level crossing or subway/Road Under Bridge (RUB)/Road Over Bridge (ROB) by construction of diversion road.(iii) Provision of Subways/RUBs.(iv) Phased manning of unmanned level crossings which cannot be eliminated by above means, based on the volume of rail road traffic (TVU), visibility conditions etc. In the last nine years (April, 2008-March, 2017), 10406 unmanned level crossings have been eliminated on Broad Gauge.

The biggest problem faced by the Indian Railways at unmanned level crossings is non-adherence of warning signs and safety rules by the road users. Following steps are being taken to control the problem:

- (a) Social awareness campaigns to educate road users with the use of various print and electronic media (TV, newspaper etc.) for observance of safe practices prescribed in Motor Vehicle Act and Indian Railway Act and joint ambush checks along with civil police to counter misadventure in front of approaching trains.
- (b) SMS-based campaigns to create awareness amongst road users are being done.
- (c) Nukkad Natak is being organized to spread awareness among the people.”

## **VII. FUND ALLOCATION AND UTILISATION**

40. As regards allocation and utilization of funds for Road Safety works, the Ministry furnished the following information from 2013-14 onwards:

<b>Year</b>	<b>Allocation</b>	<b>Expenditure</b>	<b>Utilisation of Funds</b>
<b>2013-14</b>	<b>2000</b>	<b>1986.29</b>	<b>99.3%</b>
<b>2014-15</b>	<b>2200</b>	<b>2222.41</b>	<b>101.0%</b>
<b>2015-16</b>	<b>2662</b>	<b>2689.18</b>	<b>101.0%</b>
<b>2016-17</b>	<b>3745</b>	<b>3709.19</b>	<b>99.0%</b>

41. Asked to furnish Zone-wise details from 2012-13 onwards, the following information was submitted to the Committee:

SN	RLY	2012-13		2013-14		2014-15		2015-16		2016-17	
		Allocation	Expenditure	Allocation	Expenditure	Allocation	Expenditure	Allocation	Expenditure	Allocation	Expenditure
1	Central Railway	58.79	51.35	67.26	68.54	105.75	108.6	101.51	105.11	139	129.46
2	Eastern Railway	90.19	83.16	55.03	52.09	92.66	72.15	66.34	83.29	90.37	106.69
3	East Central Railway	92.15	68.99	78.1	74.02	75.43	70.76	70.68	90.54	109.6	90.52
4	East Coast Railway	63.22	50.08	77.76	80.87	121.56	106.77	116.73	117.92	203.47	178.15
5	Northern Railway	271.75	256.24	212.47	216.9	251.1	269.65	277.61	314.01	475.45	460.6
6	North Central Railway	143.59	122.57	202	181.89	194.05	201	271.67	275.22	414.6	540.75
7	North Eastern Railway	91.20	69.17	66.66	73.09	68.06	60.84	83.4	91.93	161.99	170.04
8	North East Frontier Railway	90.11	64.27	44.63	44.71	47.76	67.02	146.13	129.21	166.73	140.08
9	North Western Railway	190.17	111.73	176.76	176.96	220.54	225.42	261.09	235.84	271.61	405.39
10	Southern Railway	231.73	186.15	194.42	204.33	178.54	185.23	314.99	308.02	409.5	334.43
11	South Central Railway	217.87	181	193.78	197.62	220.95	232.24	213.64	207.46	262.54	219.92
12	South Eastern Railway	47.10	38.08	38.67	37.98	59.19	63.06	65.5	66.71	179.58	174.72
13	South East Central Railway	120.04	65.76	108.46	111.37	107.38	106.77	138.45	124.24	192.15	173.06
14	South Western Railway	74.60	86.1	170.7	166	139.33	127.57	169.01	174.07	185.37	178.67
15	Western Railway	107.33	93.39	180.03	167.21	151.57	151.85	165.17	157.8	307.33	235.68
16	West Central Railway	110.65	56.04	133.28	132.71	166.11	173.48	200.08	207.81	176.18	171.03
	<b>Total</b>	<b>2000.49</b>	<b>1584.08</b>	<b>2000.01</b>	<b>1986.29</b>	<b>2199.98</b>	<b>2222.41</b>	<b>2662</b>	<b>2689.18</b>	<b>3745.47</b>	<b>3709.19</b>

42. The Ministry highlighted that almost 100 percent funds had been utilized during the last four years.

## **PART-II**

### **OBSERVATIONS/RECOMMENDATIONS**

- 1. The Committee note that as on 1 April, 2017, there were 7701 Unmanned Level Crossings (UMLCs) on Indian Railways Network, the breakup being 4943 in Broad Gauge (BG), 1524 in Meter Gauge (MG) and 1234 in Narrow Gauge (NG). As on 30 April, 2017 the number of UMLCs stood at 7550 and as on the same date there were 19504 Manned Level Crossings (MLCs) on the Indian Railways Network. For the safety of road users and train passengers, Indian Railways have decided to progressively eliminate all the UMLCs. As a result of the Railways' endeavour, the Committee find that as many as 6169 UMLCs have been eliminated during the last five years i.e. from 2012-13 to 2016-17, the highest number of eliminations i.e. 1503 being in 2016-17 itself. What is more encouraging is the fact that three Zonal Railways viz. Central Railway, Eastern Railway, and West Central Railway have been able to completely eliminate UMLCs in their respective Zones. As all works have been sanctioned and fund allocation has been enhanced in successive years, according to the Ministry's own submissions, the Committee would like the Railway Board to impress upon the remaining Zonal Railways to initiate requisite measures for progressive and complete elimination of UMLCs, as has already been accomplished by the above cited three Zonal Railways.**

- 2. The Committee note that the Ministry have a plan to remove all the 4943 UMLCs on Broad Gauge by 2020, the specific projections being removal of 1500 UMLCs each in 2017-18 and 2018-19 and the remaining 1943 UMLCs in 2019-20. As the elimination of UMLCs in the BG network will go a long way in preventing accidents and ensuring safety for road users and train passengers, the Committee impress upon the Railway Board to periodically monitor the efforts made by the Zonal Railways so that the year-wise targets for complete elimination of UMLCs on BG are achieved by 2020.**
- 3. The Committee were informed that merger and manning of UMLCs are also two methods of their elimination. In this context, the Committee find that the Ministry have identified 43 Level Crossings, where the traffic density is very low, for merger by diversion with the permission of the State Governments concerned. The Committee desire that urgent initiatives be taken for merger/closure of the identified UMLCs, their small number notwithstanding as it would facilitate gradual elimination of the UMLCs by the targeted date. The Committee also recommend that those UMLCs which cannot be eliminated by any means should be progressively manned for the safety of commuters.**
- 4. A policy decision was taken by the Railway Board in 2012 not to permit any new Level Crossings on the**



existing Lines or on any New Line/Gauge Conversion to be commissioned with a rider that in exceptional cases retention of UMLCs can be permitted with the approval of the Railway Board. The Committee note that unfeasibility of the provision of RUBs due to inadequate height of embarkment, cost of elimination of UMLCs, low level of traffic and visibility criteria are the four guiding parameters for identifying the 'exceptional cases'. The Committee also note that on this plea of exceptional cases as many as 636 UMLCs have been retained/permitted subsequent to the issuance of the Guidelines in 2012. The Committee desire that the two guiding parameters for retention of UMLCs *viz.* low traffic density and cost factor may be revisited by the Ministry because merger of low traffic density UMLCs is an option for their elimination and there has been enhanced fund allocation for the purpose. In fact, since elimination of UMLCs has a salutary effect in reducing the number of accidents and casualties, as admitted by the Chairman, Railway Board, it is prudent on the part of the Ministry to remain extremely vigilant while permitting retention of UMLCs on the plea of 'exceptional cases'.

5. The Committee note that there were 199 consequential train accidents at the UMLCs during the last five years i.e. from 2012-13 to 2016-17. In 2012-13, the number of accidents was 53 which has come down to 20 in 2016-17. Similarly, the number of casualties at the

**UMLCs has come down to 40 in 2016-17 from 123 in 2012-13. According to the Ministry, this has been made possible due to a slew of precautionary measures taken by the Railways which *inter-alia* include provision of whistle-boards, sign boards, speed breakers, surprise inspections to check the alertness of the Gateman and effectiveness of all gate equipment including the interlocking system etc. The Committee are of the considered opinion that these are steps in right direction and should be persisted with and further intensified with special emphasis towards the monitoring aspect so as to bring down the number of accidents and causalities at the UMLCs to a negligible extent.**

**6. The Committee are deeply concerned to note that there were 21 accidents at the Manned Level Crossings between 2012-13 and 2015-16. Though it is a matter of consolation that no accident has occurred at the MLCs during 2016-17, the Committee are of the firm view that the Railway Board should exhibit zero tolerance towards accidents/causalities at the MLCs and fix responsibility in case of any mishaps there, due to the lapse of Railway men and machinery.**

**7. Under the Railway Act, 1989, liability of the Indian Railways to provide compensation is limited to the rail passengers who are victims of train accidents/untoward incidents. Road users are given compensation if decreed**

by Motor Accident Claims Tribunal (MACT) or any other Court. The Committee find that during the last five years compensation amount of Rs. 1,29,38,894/- has been paid by the various Zonal Railways to the accidents victims at the LCs. The Committee recommend that cause of each accident at the LCs should be investigated, preferably by an outside agency, and if lapses on the part of the Railways are established based on such investigations, Indian Railways should *suo moto* pay compensation to the road users also, instead of waiting for a decree by the MACT or any other Court so as to avoid time consuming process of litigation.

8. The Committee note that Zonal Railways have been advised/authorized to deploy Gate Mitras/Gate Counselors purely as a temporary measure on outsourcing on contractual basis at identified vulnerable UMLCs to counsel the road vehicle users for observance of safe practice while negotiating at UMLCs. As on 1 April, 2017, 3941 Gate Mitras/Counselors have been deployed by various Zonal Railways and their presence at the UMLCs is watched by the loco pilots of the trains. Since the Gate Mitras/Counselors are entrusted with the important job of counseling the road users of safe practices and any slightest lapse on their part may cause serious mishaps, the Committee urge that senior officers from the Divisional/Zonal Railways should also periodically monitor the presence/performance of the Gate Mitras at the

**UMLCs so as to take precautionary and punitive measures, as and when warranted. The Committee also recommend that some kind of incentives should be given by the Zonal Railways to the Gate Mitras so that they remain motivated to perform their temporary duties with dedication.**

- 9. The Committee note that 996 Road Over Bridges (ROBs) and 4489 Road Under Bridges (RUBs)/Subways have been constructed by various Zonal Railways during the last five years i.e. from 2012-13 to 2016-17. In view of the fact that construction of ROBs/RUBs/Subways has resulted in substantial reduction in the number of accidents, as submitted by the Ministry, the Committee urge that more ROBs/RUBs/Subways be sanctioned and constructed in the coming years. The Committee further desire that construction of ROBs/RUBs through the PPP model be explored so that setting up of more ROBs/RUBs occur and accidents are further reduced.**
  
- 10. The Committee appreciate that fund allocation has no longer remained a constraint for the construction of ROBs/RUBs, as submitted by the Chairman, Railway Board. However, constraints like removal of encroachment, land acquisition etc. are being faced by the Railways in construction and completion of ROBs for which the DRMs and GMs keep interacting with the State Government authorities to sort out the issues. Similarly, availability of block time and permission for extra running**

time to avoid delays of trains are the constraints faced in construction of RUBs. The Committee desire that with a view to overcoming the problems faced in the construction of ROBs and RUBs, the coordination mechanism with the State Governments should be strengthened and a prudent decision be taken by the Railways for making available the block time at the UMLCs so as to ensure the timely completion of ROBs/RUBs, without affecting the speed of the trains.

11. The Committee note that one of the common problems that the Indian Railways encounter at the UMLCs is non-observance of the provisions of the Motor Vehicle Act, 1988 by the road users and vehicle drivers, leading to mishaps/accidents. In order to address the problems, the Indian Railways are taking a number of measures which *inter-alia* include provision of basic infrastructure at the UMLCs, conducting social awareness and SMS based campaigns, Nukkad Nataks to educate and create awareness among the people/road users etc. While appreciating the measures taken by the Railways to spread awareness amongst the road users, the Committee desire that the Railways should also involve and have tie ups with the State Police departments to enforce safety measures at the UMLCs for preventing accidents/mishaps there.

12. The Committee appreciate to note that during the last four years i.e. from 2013-14 to 2016-17, the utilization of funds allocated for Road Safety Works has been almost hundred percent, though during 2012-13 there was a shortfall of around Rs. 500 crore in the utilisation of funds. The Committee would like the Railways to keep up the momentum of appreciable fund utilization in future also by taking recourse to all the requisite and prudent measures, more so when allocation of funds is likely to increase in the coming years.

New Delhi:  
4 August, 2017  
13 Shrawana, 1939 (SAKA)

**BHARTRUHARI MAHTAB**  
CHAIRPERSON  
RAILWAY CONVENTION COMMITTEE

**RAILWAY CONVENTION COMMITTEE (2014)**

**MINUTES OF THE THIRTY THIRD SITTING OF THE COMMITTEE**

The Committee sat on Tuesday, the 9<sup>th</sup> May, 2017 from 1500 hrs. to 1615 hrs. in Committee Room-C, Parliament House Annexe, New Delhi.

**PRESENT**

**Shri Bhartruhari Mahtab** - **Chairperson**

**Members**

**Lok Sabha**

2. Shri K. Ashok Kumar
3. Shri Rahul Ramesh Shewale
4. Shri Bharat Singh
5. Shri K.C.Venugopal

**Rajya Sabha**

6. Shri Prem Chand Gupta
7. Shri Ranvijay Singh Judev

**Secretariat**

1. Sh. S.C. Chaudhary - Joint Secretary
2. Sh. M.K. Madhusudan - Director
3. Sh. D. R. Mohanty - Additional Director

**Witnesses**

**Representatives of the Ministry of Railways (Railway Board)**

1. Sh. A.K. Mital - Chairman, Railway Board
2. Sh. Mohd. Jamshed - Member (Traffic)
3. Sh. Aditya Kumar Mittal - Member (Engineering)
4. Sh. Vinod Kumar - Adviser (Safety)
5. Sh. Surinder Kaul - Adviser (Bridge)

2. At the outset, the Chairperson welcomed the Members and the representatives of the Ministry of Railways (Railway Board) to the sitting of the Committee, convened to take oral evidence of the Ministry on the subject “**Safety provisions at Unmanned Level Crossings**”. Impressing upon the witnesses to keep the proceedings of the Committee “**Confidential**”, the Chairperson asked the Chairman, Railway Board to update the Committee on the current status and progress made in eliminating Unmanned Level Crossings (UMLCs) in all the Zonal Railways, deadline for complete elimination of UMLCs across the Zones, allocation and utilisation of funds for this purpose, data on accidents caused due to UMLCs, extent of loss of lives and property, compensation disbursed, status of under construction Railway Over Bridge (ROB)/Railway Under Bridge (RUB), challenges faced, etc. The Chairman, Railway Board accordingly apprised the Committee of various measures taken by the Railways for closure of UMLCs and the related issues. The representatives of the Ministry of Railways also responded to various queries raised by the Members.

3. As some queries required detailed and statistical reply, the Chairperson asked the Chairman, Railway Board to furnish written reply thereon within 15 to 20 days.

4. The Chairperson thanked the witnesses for appearing before the Committee and furnishing the available information that the Committee desired in connection with the examination of the subject.

The witnesses then withdrew.

A verbatim copy of the proceedings was kept on record.

**The Committee then adjourned.**



**RAILWAY CONVENTION COMMITTEE (2014)**

**MINUTES OF THE THIRTY SEVENTH SITTING OF THE COMMITTEE**

The Committee sat on Thursday, the 3<sup>rd</sup> August, 2017, from 1015 hrs. to 1035 hrs. in Committee Room-D, Parliament House Annexe, New Delhi.

**PRESENT**

**Shri Bhartruhari Mahtab** - **Chairperson**

**Members**

**Lok Sabha**

2. Shri K. Ashok Kumar
3. Shri Kamalbhan Singh Marabi
4. Shri Nana Patole
5. Shri Janak Ram
6. Shri Rahul Ramesh Shewale
7. Shri Bharat Singh

**Rajya Sabha**

8. Shri T.K. Rangarajan
9. Shri Ranvijay Singh Judev

**Secretariat**

1. Sh. M. K. Madhusudhan - Director
2. Sh. D. R. Mohanty - Additional Director

2. At the outset, the Chairperson welcomed the Members to the sitting of the Committee, convened to consider and adopt two draft Reports on the subjects (i) Safety Provisions at Unmanned Level Crossings and (ii) Track Upgradation & Modernisation. Giving an overview of the important Recommendations contained in the Draft Reports, the Chairperson solicited the views/suggestions of the Members.

3. The Committee then took up for consideration of the said Draft Reports and adopted them after some discussions.
4. The Chairperson thanked the Members for their valuable suggestions and active participation in the deliberations of the Committee.
5. The Committee, then, authorized the Chairperson to finalize the Reports in the light of consequential changes that might arise out of factual verification of the Draft Reports and present the same to both the Houses.

**The Committee then adjourned.**