

**RAILWAY SAFETY AND SECURITY
MINISTRY OF RAILWAYS**

**ESTIMATES COMMITTEE
1991-92**

TENTH LOK SABHA



**LOK SABHA SECRETARIAT
NEW DELHI**

**SECOND REPORT
ESTIMATES COMMITTEE
(1991-92)**

(TENTH LOK SABHA)

**MINISTRY OF RAILWAYS
RAILWAY SAFETY AND SECURITY**



Presented to Lok Sabha on 10 December, 1991

**LOK SABHA SECRETARIAT
NEW DELHI**

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COMPOSITION OF ESTIMATES COMMITTEE
(1991-92)

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SECRETARIAT

1. Shri K.K. Sharma — *Joint Secretary*
2. Shri B.B. Pandit — *Director*
3. Shri K.L. Anand — *Asstt. Director*

INTRODUCTION

1. Chairman of Estimates Committee having been authorised by the Committee to submit the Report on their behalf, present this Second Report on the Ministry of Railways—Railway Safety and Security.

2. The Committee decided to examine the aspect of safety and security in Indian Railways, owing to deteriorating security situation faced by public travelling by rail and the unabating loss of life and property due to railway accidents. Even though the Committee well recognize that railway accidents have marginally come down in recent years in terms of absolute numbers and that the resultant fatalities are relatively small, these nevertheless continue to be high enough to cause worry as public confidence in Railways is affected.

3. The Committee considered the replies given by the Ministry of Railways to a detailed questionnaire issued on the subject whereafter the Committee took evidence of the representatives of Ministry of Railways on 5.9.1989. The Committee wish to express their thanks to the officers of the Ministry for placing before them the detailed written notes on the subject and for furnishing whatever information desired by the Committee in connection with the examination of the subject. The Committee also appreciate the candour with which the officials shared their views, perceptions and constraints with the Committee.

4. The report was considered and adopted by the Committee on 11.10.1991.

5. In their report the Committee have viewed with deep concern the high incidence of railway accidents and recommended that the aspect of safety on Railways should be accorded a high priority and that it ought to underpin the developmental effort of the Railways. They also expect the concern for safety to encompass not only the operational matters but also the maintenance of assets, quality control and other activities of Railways.

6. The Committee have underlined the need for reviewing the role and effectiveness of Railway Safety Organisation at regular periodical intervals. To lend greater credibility and impartiality to the enquiries conducted by this Organisation into causes of railway accidents, the Committee have desired that a competent *ex-cadre* officer should also be associated with such enquiries.

7. Human failure being a predominant cause of Railway accidents, the Committee have recommended that safety ought to form the nucleus around which the entire human resource development effort should be conceived and developed.

8. Having taken note of the unsatisfactory number of manned level crossings on the vast railway network the Committee have not only recommended a country-wide census of unmanned level crossings and time bound programme of converting these into manned crossings but also desired that accident proneness should be the criteria for prioritization of individual level crossings for conversion.

9. Conscious of the significance of stable tracks for safe movement of traffic, the Committee have recommended an in-depth analysis of various derailments which have taken place during the last five years. They have also desired that the possibility of modernising the track inspection system and creating dedicated organizational and financial support system for strengthening and rebuilding the distressed bridges should be explored. Similarly emphasis has been laid in the report on modernization of signalling system during the 8th Five Year Plan.

10. Statistics about murders, dacoities, robberies and theft of passenger belongings indicates a disturbing trend. Although various measures like escorting trains, patrolling on railway premises, intelligence gathering and surveillance and prosecution of criminals are being taken by Railway, the Committee have noted with concern near helplessness of the Railway Authorities in fully checking the incidence of crime on Railways. The Committee have desired that Government Railway Police should play a more effective role in the prevention and detection of crime on running trains especially in identified sections/sectors particularly vulnerable to thefts and other heinous crimes. Introduction of modern devices to keep a watch on luggage lifters has also been recommended.

11. Unauthorized travel on Indian Railways has become a major problem affecting bonafide passengers besides resulting in the loss of revenue. The Committee have, therefore, recommended that special scheme be drawn up for augmenting facilities for rapid inter-city transportation particularly where traffic tends to converge in metropolitan, administrative and industrial centres like Delhi, Calcutta, Bombay and Madras. They have also called upon the Railways to consider suitable design modifications in the Railway coaches to check the incidence of short distance passengers blocking the entrance to Railway passenger coaches.

12. The Committee would also like to express their thanks to the Estimates Committee (1989-90) for taking evidence on the subject and obtaining valuable information thereon. The composition of the Committee (1989-90) is at Annexure.

13. For facility of reference the recommendations/observations of the Committee have been printed in thick type in the body of the Report and have also been reproduced in consolidated form in Appendix of the Report.

NEW DELHI;
November 27, 1991

MANORANJAN BHAKTA
Chairman,
Estimates Committee.

Agrahayana 6, 1913 (S)

CHAPTER I

A. Introductory

1.1 Safe and secure travel of passengers, their luggage, besides movement of goods without fear of interruption, pilferage or damage are essential to the existence and growth of Railway network both in terms of geographical coverage and volume of traffic. During evidence the Chairman, Railway Board elaborated this aspect as follows:—

“People have got reasons to expect trains to be safer because they have an assured clear right of way with wheels rolling on the rails, which cannot go off the track, and the safety rules are there to guard against collision.”

Safety

1.2 Safety is one of the principle objectives of Indian Railways and continues to be accorded a high priority in view of heavy increase in passenger and freight traffic over the years. During the year 1988-89 there were 545 train accidents of which at least 355 were attributable to failure of the Railway staff and resulted in loss of 140 lives—all of them passengers—besides 548 other casualties. This, the Railways stated, was by far the best safety performance to date.

1.3 In a written note the Railways stated that there was no standard definition of ‘Railway Safety’ though it broadly meant safe operation of railways which included safe running of trains and shunting operations.

1.4 Conversely, Railway safety is concerned with checking human failures like disregard of signalling, failure to observe safety measures, failure to maintain the assets affecting safety equipment failure like rail fracture, breakage of wagon components, failure of signalling equipment, etc. besides accidents on Railway crossings and due to negligence of road users as well as the Gatemen. Railway safety also involves measures against fires and sabotage. Moreover, accidents can also occur due to natural causes like bridges being washed away, etc.

1.5 During evidence the Chairman, Railway Board made the following comments about the safety performance by the Railway:

“Statistically, we have succeeded in bringing down the accidents over the years. Whenever there is a serious accident involving loss of lives, then immediate public attention is focussed on these accidents; and we have to answer for them in the Parliament also. Sometimes we even have a spate of accidents happening in quick succession. But

we have to judge the trend over a period. We have compared our statistics on year to year basis. Even the train km. run is a factor to be considered. We have seen that, over the years, say, from 1980-81, the accidents per million train kms have been reduced. It was 2.0 per cent in 1980-81; it had been reduced to 0.9 per cent in 1988-89. The fatalities per million passengers carried had also been reduced from 0.13 to 0.03 in 1988-89. Thus in reality, our incidence of accidents in both categories has been reducing."

Security

1.6 Security in relation to the Railways involves maintenance of law and order on Railway premises including running of trains, prevention of robbery, dacoity or theft of belongings in running trains, protection and safeguarding of booked consignments, and Railway material and fittings, ensuring non-obstruction in the movement of Railway property, measures to provide protection and security for Railway property, besides prevention of crime against passengers, against ticketless travelling and against Railway property.

1.7 Security on Indian Railways — the largest rail system in Asia — is indeed a gigantic task. Indian Railways operate very large number of long distance mail / express passenger trains and freight trains daily to serve the people. Many of these trains pass through stations and sections vulnerable to crime. The Railways, unfortunately, also become a target of anti-social elements and agitators. Deterioration of law and order situation in any part of the country, therefore, invariably affects the Railways.

1.8 During 1988-89, 73,441 cases were registered regarding incidence of theft of Railway materials and fittings and 26,627 in regard to booked consignments.

Conclusion

1.9 No precise definition of safety of Railways exists. It however includes a large variety of activities in the Railways so much so that railway operations can be considered to be synonymous with 'safety'. Although the ratio of accidents and resultant fatalities is relatively small, and also declining in absolute numbers, they are high enough to affect public confidence in Railways. It is all the more disconcerting that more than half of these accidents result from failures attributable to the Railway staff itself.

1.10 Security in Indian Railways is another factor which causes concern beyond its statistical proportions and its maintenance, indeed, a complex job.

Recommendation

1.11 As the number of railway accidents is still high, the Committee recommend that the aspect of safety on railways should be accorded a higher priority and ought to underpin the developmental effort of the railways. Needless to say this has to be an integrated exercise encompassing maintenance of assets, training and motivation of human resources as also quality consciousness in respect of materials used. The Committee would expect the railways to achieve a quantum jump in the use of modern safety related technology

B. Organisation Arrangements

Safety organisation

1.12 All the Departments in Indian Railways involved, directly or indirectly, in the operation, maintenance of infrastructural assets as well as running of trains are responsible for ensuring safety in Railways within their sphere of responsibility. However, a Special Safety Organisation has been created in pursuance of the recommendation of the RAC, 1963 (Kunzru Committee). This Organisation monitors and coordinates the entire safety effort, frames operating rules, organises safety campaigns and conducts analysis of trends of accidents to identify areas requiring attention. During evidence before the Committee the representative of the Ministry of Railways explained as follows the rationale and role of having a separate safety organisation:

“it is not as if the Department was not aware of the responsibility of the safety. The Engineering Department, the Signalling Department, the Traffic Department, the Mechanical Department have to maintain their assets to ensure safety aspect. But we wanted a sort of an independent inspection so that any deficiency noticed can be pointed out, so that there is more awareness, as for as safety is concerned.”

1.13 The Organisation was started with the Chief Safety Superintendent at the Zonal Headquarters and Divisional Safety Officers at the divisional level.

1.14 Above the zonal level the Railway Board has a Safety Directorate which functions under Member, Traffic. The Directorate is headed by an Executive Director (Safety) who in turn assisted by two Directors and a Deputy Director.

1.15 Explaining the way the officers of Safety Organisation function at the divisional level the representative of the Ministry stated:

“They are assisted by Counsellors belonging to the various disciplines. These people do inspection and they are able to coordinate with the officers of the departments to ensure that any deficiency noticed is rectified.”

1.16 In regard to the performance of the safety organisation the representative further stated:

“This has been working all right. And they have been able to find out deficiencies and lacunae. The main thing is that it is the responsibility of the Departments. A Department cannot say that it is not responsible for safety. It is mainly the Inspection Wing which is able to do this job fairly satisfactorily as proved by the results.”

1.17 Asked whether the present safety organisation set up at zonal and divisional levels is adequate, the Ministry in a written reply stated:

“The existing safety organisation at the Zonal and Divisional levels is considered adequate. The organisation has been considerably strengthened over the years.”

Security Organisation

1.18 The responsibility of providing security on the Railways has been assigned to two agencies viz., the Government Railway Police (GRP) which works under the respective State Governments and the Railway Protection Force (RPF) under the Ministry of Railways.

1.19 Since ‘Policing’ is a State subject, the maintenance of law and order and control of crime on the Railways is the responsibility of the State Governments, which they discharge through the Government Railway Police. This agency is entrusted with the security of passengers and their belongings and is also responsible for all law and order matters on Railway premises including running trains.

1.20 ‘Railway Premises’ has been defined as the area in between the two outer signals of a railway station and it includes running trains.

Railway Protection Force

1.21 The Railway Protection Force was constituted under the Railway Protection Force Act, 1957, The command, super-vision and administration of the Force is vested in the Director General / RPF, who is assisted at his Headquarters by an officer in the rank of Inspector General and other superior officers.

Amendment of RPF Act 1957

1.22 The RPF Act, 1957 was amended in the year 1985 to make Railway Protection Force an armed force of the union.

1.23 Explaining the rationale of amending the RPF Act, the Ministry in a written note stated that the provisions of RPF Act 1957, as it existed before the amendment Act 1985, were not considered adequate to enable the Force to discharge the emerging responsibilities, which the Force was called upon to perform and which might devolve on it in the times to come. It was, therefore, decided to amend the RPF Act, 1957 to make this Force an Armed Force of the Union so that it could become a more

efficient and effective instrument for discharging its responsibilities. This new status of the Force has enabled the administration to enforce better discipline in the Force and has conferred some additional powers including the power to effectively intervene for preventing imminent danger to the life of a person concerned with carrying on the work in the railways for the better protection of the railway property. The RPF personnel have also been given protection against malicious prosecution and arrest.

1.24 It shall be the duty of every superior officer and enrolled member of the Force:—

- (a) to protect and safeguard railway property;
- (b) to remove any obstructions in the movement of railway property; and
- (c) to do any other act conducive to better protection and security of railway property.

1.25 Asked about the efficacy of RPF after the amendment of the Act in 1985, the Ministry in a written reply stated that acquiring of the new status by RPF has definitely made it a more effective Force and it has been performing duties in an extremely efficient manner in difficult and highly sensitive areas of the country against heavy odds. This could not have been possible but for the status given to it by the amendment Act 1985, i.e. status as an Armed Force of the Union.

1.26 The Ministry in a written reply stated that the provisions of the amended Act together with the RPF Rules, 1987 are considered adequate at present to cope with the tasks entrusted to RPF within the framework of existing constitutional and legal provisions.

1.27 The RPF staff and officers at the time of their initial training are taught about the RPF Act, RPF Rules, RP (PU) Act, Establishment and Accounts, methods and working of Railway Protection Force, etc. The staff are also required to undergo periodical refresher courses to refresh their knowledge of these subjects to enable them to discharge their functions effectively.

1.28 The RPF is controlled by the Central Government through Ministry of Railways. Regular coordination meetings are being held between the railway officers and the State authorities concerned to discuss the matters of mutual interest and to devise measures for control of crime. The RPF also assists local law and order authorities on a requisition basis.

Coordination between RPF & GRP

1.29 The RPF have only powers to arrest and some powers of inquiry under the RP(UP) Act. In all other cases they have to hand over the person into the custody of GRP. It is well known that increasingly incidents are taking place, where the drives against alarm chain pulling etc. have resulted in violence. These are, however, vital spheres for the

Railway administration both for giving the desired service to the bonafide traveller, for ensuring the punctual running of trains and to prevent loss in revenue. GRP, has, therefore to be necessarily associated with all such checks. Similarly to curb the incidence of compensation claims and to check rampant vandalism, it is necessary that cases against property, where culprits are apprehended by the RPF are carried to their logical conclusion i.e., this should end in conviction. This requires a high standard of investigation and follow up in the courts. The efforts of RPF are likely to be nullified, unless there is coordinated follow up by the GRP.

1.30 In a written note the Ministry stated that the present arrangement of coordination does not give complete satisfaction because law and order is a subject under the jurisdiction of State Govts. and they are not asked by the legislatures at Centre or State to answer for the inefficient performance of the GRP.

1.31 The question of conferring more powers, including powers to investigate crimes, committed within the jurisdiction of Railways, has been examined in consultation with the Minister of Law and it was found that this proposal would amount to setting up of a Police Force for the Railways which runs counter to the entry 2 of the State List. The two police forces operating in the same area will also create functional problems. However, the desirability of one single organisation being responsible for law and order and prevention of all crime over the entire system cannot be over-emphasised.

Railway Protection Special Force

1.32 Railway Protection Special Force is a reserve strike force of the Railway Protection Force. This force is detailed by DG, RPF all over the country to assist the zonal RPF and to meet any emergent situation that arises. In this connection, it is being deployed to guard the railway stations, vital installations such as microwave stations, power houses, loco sheds control rooms and telephone exchange and other installations like marshalling yards and for escorting goods trains to prevent running train thefts on the affected Sections, to patrol railway track for preventing crime especially thefts of overhead electrical equipments, to assist the ticket checking staff in detecting ticketless travellers etc. The RPSF personnel are also detailed to assist the GRP/Civil Police to maintain law and order.

1.33 There is direct recruitment in RPSF at two levels i.e. Constable and Sub-Inspector. The other non-gazetted ranks are filled by promotion. Officers in the rank of Assistant Commandant and above are interchangeable with other Gazetted officers of the Force.

1.34 In reply to a question, the Ministry has stated that no RPSF personnel are detailed against the working posts without imparting proper training to them. They also undergo periodic training like refresher and promotion courses.

1.35 As on 31.3.1989, the actual strength of RPSF was 4,656 as against

the sanctioned strength of 6,119. Asked to state the reasons for a large number of existing vacancies, the Ministry in a written reply has stated that the ban preventing recruitment was lifted in 1986, and at the end of 1987, 1100 posts in different ranks were sanctioned for the RPSF. Prior to this sanction, there were 337 vacancies in all ranks of the RPSF. Subsequently, in April, 1988, 262 constables, and in May, 1989, 562 constables—making a total of 824 constables were recruited to the RPSF. The balance posts could not be filled up because of certain stays given by the Calcutta High Court, preventing the Railways from filling up the vacancies in the rank of Naiks, Head Constables, Assistant Sub-Inspectors and Sub-Inspectors. Efforts are being made to get the stays vacated so that the vacancies can be filled up.

1.36 Asked about the steps taken to overcome difficulties created by the stay order given by the Calcutta High Court and registration of case before the Supreme Court regarding the stay order and other cases pending, the representative of the Ministry of Railways stated as follows:-

“The court cases have been filed by the constabulary of the RPSF. This is on the basic issue that the promotion earlier was as per a Central Seniority list which was changed subsequently in 1975. As a result, certain promotions had been ordered in the higher category. The stay order was given by the Calcutta High Court and we have not been able to get the stay order vacated. We have made attempts but we have not considered the alternative to appeal to the Supreme Court. What you have said regarding this is correct. In fact, we have not been advised to get the stay order vacated.”

1.37 In a post evidence reply, the Ministry has stated that vigorous efforts were being made to get the interim orders passed by the court vacated. There had been some delay in filing the affidavit in opposition by the Railway advocate and ultimately the Calcutta branch of the Ministry of Law had to be prevailed upon to engage a senior counsel in all these cases.

Conclusions

1.38 Safety on Railways is a multi-disciplinary exercise, coordinated through Railway Safety Organisation (RSO), as appropriately integrated at all levels of Railway Administration. The Railway Safety Organisation has also other equally important responsibilities of analysing railway accidents, Dissemination of resultant information besides carrying out of independent safety inspection of various Railway installation. The Railway authorities informed the Committee that they were satisfied with the performance as well as structure of RSO. The Committee, however, are persuaded to feel that there is need to keep RSO under constant review and to prevent it from turning into a routine bureaucratic machine.

1.39 Security on Railways concerns, passengers, their luggage, the Railway property and the booked consignment as these are prone to criminal activities of unruly mobs, dacoits, thieves, baggage lifters, etc. Two agencies viz General Railway Police (GRP) and Railway Protection Force (RPF) are involved in ensuring security on railway premises. While the

former performs the police functions under, the latter is an armed force of the Union, meant essentially, for preventive action. Since 'policing' is a state subject General Railway Police, works under the administrative control of respective State Governments while RPF as well as RPSF are under the direct control of the Railway Department.

1.40 Through an amendment in 1985 the role of this agency has been made more precise and effective in acting against law breakers within Railway premises. The RPF personnel are therefore protected against malicious prosecution and arrest. The Ministry of Railways finds these amendments very useful and adequate.

1.41 Although regular coordination meetings are held between the Railway authorities and the State Administration, the Ministry of Railway feel less than happy at the dishomogenous arrangement that exists in respect of security on railways. They feel that efforts of RPF in apprehending the law offenders diminish in their effectiveness once the law-offenders are handed over to the GRP who are unable to follow up the efforts of RPF through investigation of appropriate standard as also suitable follow up action in the courts of law. Moreover, the two organisation are not accountable to the same legislative body. Ministry of Law have, however, opted against a separate police agency answerable directly to the Railways. The desirability of having a single agency for the purpose or having two agencies answerable to one single legislature cannot be overlooked.

1.42 Railway Protection Special Force is a reserve strike force of the RPF to meet emergent situations that may arise. Its personnel are also deployed to assist GRP and Civil Police in maintaining law and order. The force has, however, been maintained below sanctioned level initially due to ban on recruitment and subsequently on account of stays granted by Calcutta High Court in respect of court cases involving promotion of constables to higher ranks. The Committee are, however, dismayed to note that delays have occurred in filing necessary affidavits in these cases and that the option of getting the stay vacated through an appeal to Supreme Court has not been even considered. Committee cannot but take a serious note of the casualness shown in the case.

Recommendations

1.43 Even though the Railways are, for the present, satisfied with the performance and structure of Railway Safety Organisation, the Committee however feel and recommend that the role and effectiveness of Railway Safety Organisation need be examined at regular periodical intervals.

1.44 A competent *ex-cadre* officer should also be associated by the Railway Safety Organisation while conducting enquiries into railway accidents so as to lend greater credibility and impartiality.

1.45 The dichotomous arrangement to security prevailing in the Rail-

ways at present ought to be given a serious look and possibilities including those of amending the statute, for unifying the police and preventive aspects of security maintenance under one command examined.

1.46 Immediate steps may be taken to get stay by Calcutta High Court on promotion of constable to higher ranks in Railway Protection Special Force vacated, and all other steps taken to raise RPSF to its sanctioned strength.

1.47 The Committee also desire that the Railway authorities should review the panel of lawyers in all the zonal railways and a fresh panel prepared, on a periodic basis, so that a nexus is not allowed to be established between any corrupt railways official and any legal practitioner.

CHAPTER II

TRAIN ACCIDENTS AND SAFETY MEASURES

A. Magnitude of Accidents

2.1 The number of consequential train accidents which occurred on the Indian Railways during the last three years is as under :

Railway	1986-87	1987-88	1988-89
Central	84	73	60
Eastern	32	77	70
Northern	81	123	81
N.E.	37	32	31
N.F.	117	59	58
Southern	66	49	51
S.C.	56	56	49
S.E.	63	69	78
Western	58	66	59
	644	604	545

2.2 In a written note Ministry of Railway furnished following nature-wise analysis of accidents :

Year	Collisions	Derailments	Accidents at level crossings	Fire in train	Total number of train accidents
1986-87	28	538	65	13	644
1987-88	40	490	62	12	604
1988-89	30	457	55	3	545

2.3 The Ministry further stated that the number of major accidents enquired into by the Commissioner of Railway Safety, which was under the Ministry of Civil Aviation, during the last 3 years was 28 during 1986-87, 23 during 1987-88 and 11 during 1988-89. On the basis of the enquiry by the Commissioner of Railway Safety 39 cases of accidents were attributable to failures on the part of railway staff, 9 due to failure attributable to those other than railway staff, 5 cases due to failure of track equipment, 3 cases on account of sabotage, 2 cases due to failure of rolling stock and one case on account of a combination of factors.

2.4 When the representative of the Ministry was asked whether the impression that most of the accidents took place due to human failure was correct, he furnished the following figures of accidents during evidence :

Year	Total number of accidents	Accidents due to human failure	Percentage
1985-86	717	484	67.5
1986-87	644	418	64.9
1987-88	604	375	62.1
1988-89	545	350	64.2

2.5 He further stated that apart from sabotage, natural causes and failure of equipment, all other causes are categorised under human failure.

2.6 Explaining the trend of accidents due to human failure the Chairman, Railway Board stated :

“It may appear to be high because it has been above 60 per cent in all these years. But this is nothing to be concerned about because, after all, the Railways are worked by the staff and unless it is only in case of material failure or other reasons beyond their control that we do not blame the staff.”

2.7 Asked whether he was satisfied with the above position the representative stated :

“Not fully, Sir. But the total number of accidents attributable to human failure is coming down. From 484, it has come down to 350. That shows more safety awareness and consciousness.”

2.8 The causes of accidents are analysed on a continuous basis and the areas of weaknesses are pinpointed, particularly, where repetitive accidents take place.

2.9 The primary reasons regarding failure of railway staff in major accidents were non-observance of safety regulations of improper maintenance of assets. Necessary action under Discipline and Appeal Rules is taken in the light of the findings of the inquiry committees constituted to inquire into the accidents.

2.10 Ministry also stated that a regular scheme of awards for accident-free service is in operation on the railways. According to the scheme awards are being given for accident-free service for 10,15,20,25,30 years and upon retirement. The awards range from Rs. 750/- to Rs.3,000/- with a certificate and Gold Medal.

Passenger Train Accidents

2.11 The total number of passenger train accidents over the years has been as given below:—

Year	No. of passenger train accidents	Passenger Casualties		
		Killed	Injured	Total
1983-84	282	87	406	493
1984-85	255	194	498	692
1985-86	237	77	297	374
1986-87	207	114	418	532
1987-88	202	103	243	346
1988-89	148	140	558	698

2.12 Asked what measures have been taken for safety of passengers undertaking long distance travel, the Ministry in a note has stated that rakes of all long distance trains are subjected to intensive examination at the primary and secondary maintenance points. All the safety fittings, etc., are checked and replaced or repaired as necessary. Checks are also made at nominated points on the run. Besides all the long distance Mail/Express trains are run with anti-telescopic steel bodies coaches with luggage vans at other end.

2.13 Regarding superfast trains, extensive Route-Proving trails are conducted and improved type of coaching stock is used to ensure safety. All level crossings on the route on which these are run are manned and provided with telephones. Specially selected crews are deployed on these trains.

Unmanned Railway Crossings

2.14 As on 31st March, 1989 there were 37,079 level crossings (which excludes 839 canal crossings and 3734 cattle crossings) on the Indian Railways of which 15,704 i.e. 42.5 percent were manned by Gatekeepers.

2.15 In a written note the Ministry informed that the number of road users killed/injured in accidents at unmanned level crossings during the last three years was as under:

Year	No. of road users	
	Killed	Injured
1985-86	54	153
1986-87	95	189
1987-88	56	77

2.16 The total number of unmanned Railway crossings and the number of such crossings converted into manned level crossings during the five years preceding 1988-89 was as follows:

Year	No. of unmanned level crossings manned during the year	Total No. of unmanned level crossings (including canal/cattle crossings) at the end of the year
1984-85	255	26,623
1985-86	222	26,580
1986-87	97	26,521
1987-88	47	26,633
1988-89	57	27,948

2.17 The reasons for year-to-year variations in the residual unmanned level crossings is attributable to

- (i) Demanning of existing manned level crossings and provision of new canal crossings with service road alongside; and
- (ii) Closure of some of the existing unmanned level crossings, which were in disuse.

2.18 The need for manning of existing unmanned level crossings arises primarily due to increase in road traffic.

2.19 The Railways have so far been following the policy of manning of only such of unmanned level crossings where the volume of traffic or other special reasons justify it.

2.20 The Railways undertake the manning of unmanned level crossings only after necessary proposals therefor are sponsored by the State Governments, local authority duly agreeing to bear the cost as per rules. However, in the interest of safety, the level crossings which are considered hazardous on account of their having restricted visibility and / or high traffic density are taken up for manning at Railways' cost.

Cost of Manning level Crossings

2.21 The estimated amount, which has been sanctioned, and utilised in full, during the last 5 years for manning of unmanned level crossings was Rs. 100 lakhs in 1984-85, Rs. 320 lakhs in 1985-86, Rs. 214 lakhs in 1986-87, Rs. 148 lakhs in 1987-88 and Rs. 154 lakhs in 1988-89.

2.22 The manning of an unmanned level crossing involves initial and recurring expenditures. The expenditure is towards provision of gates including safety devices such as interlocking, telephones with the adjacent station etc., wherever necessary, and construction of quarters for the gatemen. The initial expenditure is expected to be in the range of Rs. 3 lakhs approximately while the recurring expenditure towards wages of gatekeepers and maintenance of the level crossing is in the range of Rs. 50,000/- annually.

2.23 Based on the practices obtaining in other advanced countries,

Indian Railways are presently contemplating the provision of a solar powered radio operated automatic audio visual warning system actuated by the approaching train to caution the road users well in advance. This system which will minimise the need for manning of unmanned level crossings, is now under trial.

2.24 Train actuated radio warning system has been installed as an experimental measure in two gates, one near Badli and the other near Maripat on the Northern Railway. The functioning of this has not been satisfactory and modifications are still being carried out from time to time by the supplier Messrs. Central Electronics Ltd. Sahibabad. Extended trials will be carried out at twenty locations with the modified design.

2.25 The Solar-powered, radio-operated, automatic audio-visual warning system, which is still in the stage of field trials, is expected to cost around Rs.5 lacs.

2.26 During evidence before the Committee, the Chairman, Railway Board was asked whether the ban on recruitment of people had affected the crossings as that does not cost much. The witness replied:—

“It is not that we are not manning the level crossings for want of staff. It is not very costly to provide a few gatemen. But the initial expenditure to man a level crossing is Rs. 3 lakhs, and then we have the recurring expenditure. That is why we try to see and provide automatic warning devices at such places.”

2.27 In so far as busy manned level crossings are concerned, these are being progressively provided with safety devices and quick operating lifting barriers.

Recruitment of Drivers

2.28 The Ministry were asked to state the efforts being made for recruitment of more educated drivers. In a written note the Ministry stated that at present the minimum qualification prescribed for direct recruitment of First Firemen/diesel Assistant/Assistant Electric Drivers is S.S.C. While the Ministry has already recruited Diesel Assistants/Electrical Assistants with Diploma in Electrical Engineering/Mechanical Engineering/Electronics as a one time dispensation during 1987-88, the minimum qualification for direct recruitment of Drivers has been under the consideration of the Ministry of Railways for about a year. Asked whether the final decision has since been taken the Ministry stated that the matter was receiving active consideration and final decision was expected soon.

2.29 The Ministry also stated that drivers and Asstt. Drivers are sent for periodical refresher courses and continuously counselled by Safety Counsellors and Loco Inspectors to improve their safety awareness. Joint foot-plate inspections are carried out by the officials of operating, mechan-

ical, electrical and signalling departments as also by the supervisory staff of these departments to check on the awareness, driving abilities, enginemanship, quick reaction, etc. of the Drivers and Assistant Drivers.

Conclusion

2.30 The overall number of consequential railway accidents during the years 1986-87 to 1988-89 indicates some marginal improvement in Railway safety. However, in the first two years of this period such improvement has not been uniform in all the Zonal Railways. In fact, the number of accidents in Northern Railways had gone up alarmingly from 81 in the 1986-87 to 122 in 1987-88 whilst in North Frontier Railway it had dropped in a similar fashion during the same period from 172 to 59. The position in respect of 1988-89 also is not heartening in as much as decline uniformly in the number of accidents has not been registered in all the zonal railways and in some cases like South-Eastern Railway and Eastern Railway actual number of accidents has increased over the previous years figure. It would also appear that the predominant number of accidents have been due to derailments which accounted for 81 to 84 percentage of the total number of train accidents. The Ministry have also confirmed the impression of the Committee that as large as 64% accidents are due to human failure. This is further corroborated by the findings of Commissioner, Railway Safety in respect of 62 accidents investigated by it during 1986-87 to 1988-89. However, it is more disturbing to note that most of these accidents were due to the failures attributable to the Railway staff. The other cases involved failure of track equipment, rolling stock and sabotage, etc. The number of such cases, however, is relatively very small. The Railways are of the view that except for cases where accidents happen entirely due to material failures, attributability of all other accidents to Railway staff is inevitable. However, the fact that the number of Railway accidents attributable to human failure has come down from 484 during 1985-86 to 350 during 1988-89 would suggest that the efforts made by Railways to enhance safety awareness and consciousness among Railway staff are in right direction.

2.31 The Committee find it difficult to feel enthused by the overall decline in the number of Railway accidents as highlighted by the Railways because such a decline can be attributed more to sharp decrease in the number of accidents during 1988-89 in the Northern Railways. If this factor were to be ignored the decrease in the number of accidents in other Railways remains uneven as also unimpressive. The Committee feel the Railways should take a realistic view of the statistics and proceed further on that basis. Although, in ultimate analysis, a majority of Railway accidents would, unavoidably be attributable to the Railway staff and although the Railways have been taking disciplinary action against non-observance of safety measures or improper maintenance of Railway assets besides giving awards for accident free service, Committee are of the view that apparently, effort being put in is not commensurate with the requirements.

2.32 Yet another disturbing feature of Railway accident is that even

though during 1988-89 the number of passenger train accidents has almost halved from 282 such accidents during 1983-84, the number of passengers killed and injured as, conversely, gone up by almost 41% during the same period. In fact, the number of passengers killed has actually gone up by 61 percent. The Railways have explained the various measures like intensive examination of rakes meant for long distance running, checking, repair and replacement of safety fittings introduction of anti-telescope, steel bodies with segregated luggage vans, route proving trials, manning of level crossings, etc. which have been taken to overcome this situation. Committee are surprised that in spite of these measures number of passenger fatalities due to Railway accidents has still registered a sharp increase. It is apparent whatever the Railways have been doing in this regard has had little impact on the safety of passengers. Committee cannot fail to note that Railways have not been able to give a convincing explanation in this regard. Committee are of the firm view that an indepth study of this aspect is immediately warranted.

2.33 The Committee find it reassuring to note that Railways have fairly well-conceived strategy for preventing recurrence of accidents which is targetted at infrastructural, technical as well as organisational and human aspects of the problem. The Committee expect that the Railways will translate this strategy into concrete programmes and give such programmes the same importance as is given to development of new assets and business.

2.34 The Railway net work in India is interspersed with as many as 37,079 level crossing in which 42.5% were manned by gatekeepers as on 31st March, 1989. This is an unsatisfactory situation, which is confirmed by the high number of road users killed and injured at such unmanned crossings. Even though the railways have been manning more and more such crossings, their total number which include canal/cattle crossings, remains undiminished due to demanning of certain level crossings as also addition of new level crossings. As the criteria for manning a level crossing is determined by the volume of traffic, it is apparent that most of the unmanned crossings fall in rural areas and are, needless to say, widely dispersed. Since Railways initiate proposals for manning of such level crossings only after they are moved by the State Government or a local authority which are also expected to share the cost of manning level crossings, the conclusion that unmanned level crossings in rural areas have remained so more by default than on the basis of any careful planning, is inescapable. The Committee strongly feel that the Railways should take note of this situation, as the rural people are unlikely to be able to organise themselves effectively or to raise resources for meeting the cost of manning the unmanned level crossings.

2.35 The Committee note that the initial expenditure of manning a level crossing is Rs.3 lakhs while the recurring annual expenditure is to the order of Rs. 50,000/- However, the Committee are surprised to find that the expenditure sanctioned and booked on this item has been falling after 1985-

86 when it was Rs. 320 lakhs. The Committee are concerned to note de-emphasisation of this programme. The Committee were told that new technologies for cost effective manning of level crossings such as solar-powered, radio-operated, automatic audio-visual warning system were now available and were being introduced in India. The Committee hope that this would give the necessary boost to the programme of manning unmanned level crossings.

2.36 The Committee recognise that the most important element of any strategy to check Railway accidents are the Railway staff particularly the engine drivers. The Committee have been informed that only during 1987-88 drivers have been recruited directly from the market on the basis of certain minimum technical qualifications viz. diploma/mechanical electronics engineering and that the Government were yet to take a final decision in the matter. In this context, Committee welcome the intention of the Government to recruit technically qualified drivers and that the Ministry do have programmes to impart theoretical, practical as well as motivational training to Railway drivers in order to improve their safety awareness. However, the Committee are concerned to note that decision for determining the minimum qualification for direct recruitment of drivers has not been taken with due despatch.

Recommendations

2.37 Human failure factor being a predominant cause of Railway accidents, the Committee recommend that safety ought to form the nucleus around which the entire human resource development effort should be conceived and developed. This would necessarily involve enhanced inputs in terms of training and motivation. In order to achieve greater motivation amongst the railwaymen greater thrust may be given to their welfare programmes and their working conditions should be significantly improved.

2.38 The programmes aimed at enhancing safety on Railways such as track renewal, special repair of bridges, modernisation of signalling system should be given high priority in each successive Railway Five Year Plan. In fact, there ought to be a well integrated Railway safety plan dovetailed into the overall railway plan.

2.39 The present scheme of incentives and awards for better safety performance should be immediately reviewed to make these creditable in relation to magnitude of Railway operations as also the enormity of human tragedy and material loss caused by Railway accidents.

2.40 The present procedure of penalising officials/staff guilty of negligence in maintaining railway safety needs also to be reviewed to make it quick as also sufficiently deterrent. The Committee recommend that a code be developed for relating quantum of punishment to the degree of responsibility.

2.41 The criteria for converting Railway level crossings from unmanned

to manned status needs to be changed so that accident proneness and not the proposals of State Governments/local bodies become the basis for deciding whether or not to man a Railway crossing. The Committee further recommend that a countrywide census of unmanned level crossings be made and a time bound plan of converting the required number of such crossings with due involvement of panchayat samities etc. be drawn up. Needless to say the coordination with the State Governments in this respect has to be stepped up. If necessary Railways may also subsidise the initial cost of manning new level crossings.

2.42 Publicity campaigns may be launched to educate road-rail users on a regular basis.

2.43 Adequate compensation may be paid to those who die or suffer injuries at railway crossings.

2.44 Automatic audio visual warning system may be installed at railway crossings on priority basis.

2.45 Committee urge the Government to finalise a minimum qualification for recruitment of railway engine drivers without further delay so that technically qualified candidates become available for filling of such posts in future.

B. Bridges

2.46 There are about 1.14 lakh bridges on Indian Railways, out of which 9,954 are classified as 'Major Bridges'.

2.47 Bridges which show any sign of deterioration of their physical condition indicating the need for rehabilitation through special repair strengthening or rebuilding are termed as 'distressed bridges'.

2.48 There were around 730 identified distressed bridges as on 1.4.1989 needing rehabilitation. In addition, there is an annual accrual of around 100 to 150 such bridges.

2.49 The expenditure incurred for repair/rehabilitation of bridges was as follows:—

(Rs. in crores)

	1985-86	1986-87	1987-88	1988-89 (provisional)
1. Repair	21.65	23.51	26.77	30.87
2. Rehabilitation	24.12	32.72	45.05	50.91
			(provisional)	

2.50 The Railways in a written reply have stated that the funds allotted for repair and rehabilitation of bridges are commensurate with the requirements.

2.51 During evidence it was enquired whether there is any adequate system to ensure, that old and dilapidated bridges do not collapse. The Chairman, Railway Board stated as follows:—

“Bridges are inspected every year right upto the level of Assistant Engineer. For this we have got Bridge Inspection Registers. This is sent up to the Chief Engineer and suitable action is taken.”

Bridges damaged during floods

During evidence Ministry's representative stated:—

“We have also accidents due to natural causes like bridges being washed away etc. In spite of all precautions, sometimes some accidents happens on this account.”

Construction of new bridges

2.52 The State Governments and the Zonal Railways jointly consider proposals for provision of road over/under bridges on the continuing basis with regard to feasibility of construction, fixation of site and road alignment, finalisation of plans, etc. with a view to including them in the works programmes.

2.53 There have been delays in finalising the proposal because of the following:—

- (i) The State Governments take a long time in finalisation of certain items of work *i.e.* fixation of the bridge site, alignment for the bridge approaches, etc.
- (ii) The State Governments face the problem of funding the projects of road over-bridges.
- (iii) The State Governments take unduly long time for furnishing the technical data.

2.54 It has been stated that 65 works, plans/estimates for proposals are under finalisation. The oldest proposal under consideration is pending for the last 4 years.

2.55 The Ministry has mentioned in a written reply that Minister of State for Railways has written to a number of Chief Ministers to instruct the State PWD to formulate complete proposals for the works which satisfied the traffic density norm and sponsor them to the Railways so that they could be considered for inclusion in the Railways' Works Programmes.

2.56 Asked whether there is any special team for flood prone areas, the representative of the Railways Board replied:—

“Arising out of certain major disasters in 50s, flood organisation is set up in zonal railways as well as in RDSO. We do

the regular inspection of bridges and other waterways in those areas. Wherever breaches are being caused from time to time due to floods, they are investigated and necessary remedial measures are taken in consultation with the State Governments. There is a Committee of engineers in all the States for this purpose."

Conclusion

2.57 The Indian Railway system is interspersed by as many as Rs. 1.14 lakh bridges, the maintenance of which in proper physical condition is a major contributory factor in maintaining Railways safety. Bridges requiring special repairs, strengthening or even rebuilding are identified through annual inspections which are monitored with the help of 'Bridge Inspection Registers. Inspections are also conducted to detect danger caused to bridges by floods etc. As on 1.4.89 the number of such 'distressed' bridges was 730 inspite the annual accretion rate of 100—150 bridges. During 1988-89 a total of Rs. 81.78 crores was provided for this activity. The Ministry of Railways were satisfied with the above level of funding of this activity. It is apparent that even though funds were not a constraint the backlog of restoring 'distressed bridges' was sizeable.

2.58 The construction of new bridges, particularly over and under bridges is jointly considered by the Zonal Railway and the State Govt. concerned and an appropriate works programme developed. However, finalisation of such programmes has been time consuming and in, at least, one such case a period of 4 years has already lapsed in the process. Ministry of Railways attributed delays to the State Govts. which took long time in arriving at crucial decisions like site, alignment, funding besides in furnishing technical data. The efforts made to over-come these delays included correspondence with the Chief Ministers of States concerned.

2.59 The Committee cannot over-emphasise the importance of bridges, particularly over and under bridges for smooth and safe movement of railway and road traffic. In this context the Committee note with concern the delays in construction of new bridges. The existing procedure is, apparently, beset with delays at every stage.

Recommendations

2.60 Government may prepare a perspective plan to achieve the task of completing special repairs, strengthening and rebuilding of distressed bridges in a time bound manner and by creating a dedicated organisational and financial support system for the purpose.

2.61 The Committee urge the Government to take immediate steps to minimise delays in finalising proposals for repair and renewal of distressed bridges by modifying the existing procedure wherever necessary. In this context it would be worthwhile to obtain bulk site and technical clearance from the States for a period of five years.

C. Tracks

2.62 Track constitutes the basic infrastructure of the railway system which has to bear the brunt of the transportation of ever increasing traffic being moved in special type of rolling stock with heavier axle loads on heavy density routes. With the 'Railways' modernisation programmes and utilisation of sophisticated and powerful diesel and electric locomotives for moving super-fast trains at higher speeds the strain on the track has grown manifold. The building up of a sound and reliable track structure has, therefore, assumed greater importance in the running of the Railways. The more stable the track the less are the chances of wagons derailing.

2.63 The number of derailments that took place due to track defects and overspeeding by the drivers during the period 1986-87 to 1988-89 is as follows:—

Year	No. of derailments due to		
	Track defect	Overspeeding	Total
1986-87	97	25	122
1987-88	97	17	144
1988-89	99	26	125

2.64 Mechanical maintenance of track by the tie tamping machines have been introduced in a big way in place of conventional methods of beater pecking. At present 14,000 Kms. of track on important routes are under mechanised maintenance.

Track Renewal

2.65 At the end of the Sixth Plan *i.e.* as as on 1.4.1985 arrears of track renewals stood at 19,500 Kms. In the Seventh Plan period Railways will be completing approximately 19,504 Kms. of track renewals which will be equal to track renewals, done in the previous two Plan periods. The Chairman, Railway Board stated that in the Seventh Plan, a massive thrust was given in clearing of accumulated arrears of track renewals and they expected to bring down the arrears to about 12,000 Kms. by the end of 1989-90.

2.66 The expenditure under the track plan head every during VIIth Five Year Plan has been :

Track Plan Head

Year	Expenditure on track renewals (Net) (Rs. in crores)
1	2
1985-86	518.74
1986-87	585.73

1	2
1987-88	783.23
1988-89	807.89
1989-90	810.00 (Allotment)

2.67 The Railways have a definite plan for completing arrears of track renewals by the end of VIIIth Plan i.e. 1994-95 subject to allocation of sufficient funds.

2.68 During evidence the Chairman, Railway Board informed the Committee:—

“We are planning to wipe out the arrears of track renewals by the end of VIIIth Plan. But, due to financial constraints, we may have to carry it even beyond the VIIIth Plan... and by the end of the Eighth Plan, derailment on account of track, would be greatly reduced.”

2.69 Allotment proposed in the working Group's recommendation for the VIIIth Plan for track modernisation and track renewals is as under:—

Items	Amount in crores of Rs.
1. Track renewals	7285
2. Track machines	340
3. Ballast hoppers	45
4. Flash butt welding plants	5
5. Workshops for POH of machines	15
6. Tools for mechanised gangs	150
Total	7840 crores

Conclusions

2.70 During the years 1986-87 to 1988-89, 361 derailments took place of which as many as 293 were attributed to defective tracks. This more than anything else underlines the significance of stable tracks for safe movements of traffic which continues to grow in density and axle load even as more high speed trains are being introduced.

2.71 Railways have already brought 14,000 Kms. of track under mechanical maintenance. As on 1.4.1985 19,500 Kms. of railway track was due for renewal. This arrear was expected to be wiped out during the 7th Five year plan. The total Plan outlay for this task was Rs. 3505.59 crores. Nevertheless by 1989-90 the level of track renewal arrear was expected to still be around 12,000 Kms. However, during VIIIth Plan the entire backlog of track renewal is expected to be wiped out by providing a sum of Rs. 7840 crores.

2.72 The trend of derailments attributable to track defects during 1986-87 to 1988-89 however does not indicate any improvement on account of renewal programmes undertaken during the 7th Five Year Plan. On the other hand the size of funds proposed to be spent during 7th and 8th Five Year Plan are sizeable and it is doubtful whether funds at this scale can be raised by the Railways. This would indeed, call for reassessment of the entire thinking on the subject. The Committee is not too sure to what extent the derailments were attributable to sabotage etc.

Recommendations

2.73 The Committee recommend an in-depth analysis of various derailments which have taken place during the last five years.

2.74 The Committee are not sure as to the criteria adopted for identifying renewable tracks. They would like to have the confirmation as to sufficiency of data maintained in this regard.

2.75 The mechanical maintenance of tracks may be stepped up and completed in a planned manner.

2.75A The Railways should explore the possibility of modernising the track inspection system to the extent possible.

2.76 The patrolling of railway tracks may be intensified to preclude the possibility of sabotage to a greater extent.

D. Signalling Equipment

2.77 Signalling is an aid to ensure safety to train operation and also to facilitate smooth flow of traffic. It is necessary to replace worn-out signalling equipment with one of improved design to achieve better reliability and better efficiency.

Signal

2.78 The two aspect lower quadrant semaphore signalling initially adopted by Railways has had the drawback of driver coming across a stop signal without pre-warning. Day-time visibility of semaphore signals is being improved by measures like clearance of obstructions, repeated signals etc.

2.79 In order to improve the night visibility of semaphore signals instructions have been issued in the Railways to adopt electric lighting wherever reliable power supply is available. In order to improve the visibility of colour light signals, a new design of lenses has been evolved which is now being adopted for high speed routes. After completion of high speed routes this will be extended to other routes. Out of a total of 6349 Block Stations on Indian Railways the total number of stations provided with colour light signalling as on 31.3.1989 is 1806.

2.80 Upto the end of 7th Plan period replacement of signalling equipment at 593 stations had become due on age-cum-condition basis. Provision for replacement of this equipment could, however, not be planned.

The following difficulties are being faced in ensuring replacement in due time:

- i) Constraints of funds;
- ii) Non-availability of insulated sleepers (wooden concrete) required for upgradation of the signalling including all safety measures prescribed, along with the replacement works;
- iii) Inadequacy of indigenous capacity in manufacture of signalling equipments such as relays and point machines required for the replacement incorporating the upgradation of signalling.

2.81 to clear the replacement falling due during the 7th Plan period approximately 120 stations are at least required to be programmed for replacement annually. The approximate cost for replacement of these would be around Rs. 85 crores per annum. However, the funds made available during the 7th Plan period for replacement has been on an average to the extent of Rs. 43 crores.

Auxiliary Warning System

2.82 It has been stated in a note submitted by the Ministry that "despite all measures to improve visibility of signals, accidents do take place on account of drivers passing signals at danger due to lack of alertness. The number of such accidents totalled 42 during 1987-88.

2.83 In all 10 lives were lost due to these accidents. The estimated loss to the railway property is Rs. 1.47 crores".

2.84 To overcome the lack of alertness on the part of individual drivers, it was proposed to install auxiliary warning system which can automatically warn the driver about an approaching stop signal at danger and proceed to apply the brakes in case of lack of adequate response on the part of the driver. The work is in progress over the sub-urban portion on Bombay-V.T-Kalyan section and also over the Harbour branch line portion. This work is expected to be completed during 1990-91.

2.85 After successful development of AWS suitable for both sub-urban and non-suburban systems, it is proposed to install the AWS on rest of the suburban sections and Main Lines in a phased manner depending upon the funds that can be made available for this purpose.

Conclusion

2.86 Railways as also Government of India do not appear to have appreciated the desirability of providing greater funds for the purpose of signalling. An essential aid for ensuring safety on railways, signalling, is however, undergoing gradual modernization. As on 1.4.89 at 1806 out of

6349 stations signalling equipment have already been replaced by colour lights signals and wherever possible electric lighting has been adopted. However, on the basis of age-cum-condition at 593 stations had become due at the end of 7th Plan. No plans were stated to exist in this regard. Lack of funds, non-availability of insulated sleepers and inadequate capacity for manufacturing signalling equipment have constrained this progress in replacement and renewal of signalling equipment. During 7th Plan only 50 per cent of the financial requirement has been met. The Committee cannot but express its concern at the low priority accorded to introduction of modern signalling equipment.

2.87 Lack of alertness by engine drivers has been another reason for railway accidents resulting in loss of 10 lives besides a financial loss of Rs. 1.47 crores during 1987-88. The railways informed the Committee that this difficulty was proposed to be overcome by introducing 'Auxiliary Warning Systems' on rail tracks and a beginning had been made at Bombay VT-Kalyan section and on Harbour Branch Line. The work was due to be completed during 1990-91 and other suburban sections and main lines covered in a phased manner. The Committee would like to know the latest progress of this project as also the plans for the rest of railways. Apparently, as it is, the scope exists for taking up this programme with greater rapidity.

Recommendations

2.88 The Committee recommend that modernisation of signal system in the Railways should be accorded high priority and taken up in a planned manner.

2.89 The Committee urge the government to give a serious thought to insufficient availability of fund for modernisation of signalling systems in railways and persuade Planning Commission to give due importance to this aspect while allocating funds for railways during the Eighth Five Year Plan.

2.90 The Committee would like to see introduction of auxiliary warning system to be given a major thrust.

E. Coaching Stock

2.91 The Rolling Stock on Indian Railways is condemned on Age-cum-condition basis. In case a coach or wagon is found unsafe/unsound for use even before attaining codal life, it is condemned and withdrawn from service.

2.92 The replacement of coaches or additions to the existing fleet are made through rolling Stock Programme drawn taking into account condem-

nation rate, additional requirement and manufacturing capacity. The number of overaged coaches (PCV) as on 31.3.1988 was as follows:—

	Total No. Available	Total overaged
B.G.	17987	1419
M.G.	8246	1704
N.G.	1233	424

2.93 The total number of coaches manufactured during each of the last 5 years on account of additions and replacements is as follows:—

Production of Coaches excluding EMUs, Metro and Export

Year	Additional	Replacement	Total
1984-85	130	1093	1223
1985-86	84	1019	1103
1986-87	719	463	1182
1987-88	516	630	1196
1988-89	265	1199	1464
Total	1714	4454	6168

2.94 Asked about the present overall requirement of coaches, the Ministry in a written reply stated that a working group was set up to determine the requirement of passenger and other coaching vehicles (other than Electrical Multiple Units—suburban stock) during the VIII Plan. As per their report, the additional requirement for the VIII plan has been worked out as 9834 coaches. Requirement on replacement account based on codal life has been worked out 11,360 coaches assuming the complete wiping out of the backlog. Against the projected total requirement of 21194 coaches, the indigenous manufacturing capacity for coaches during the VIII Plan is expected to be about 12,100.

2.95 The following strategies are under consideration for meeting the additional coach requirements.

- (i) Exploring possibilities of further augmenting the manufacturing capacities of the existing units *i.e.* beyond those already planned.

- (ii) By rehabilitating/heavy repairs of the coaches for retention of services beyond the codal life.

The present programme to augment the coach manufacturing capacity during the VIII Plan is as under:

	Capacity during last year of VII Plan	Capacity during last year of VIII Plan
RCF	205 coaches	1000 coaches
ICF	769 "	845 "
BEML	400 "	500 "
Jessops	100 "	190 "

2.96 Asked whether paucity of funds etc. in any way is disturbing the programme of replacing rolling stock, the Ministry stated that during the VII Plan period funds have been allocated to fully utilise the indigenous manufacturing capacity available.

2.97 Indigenous manufacturing capacity has been a major constraint. A new coach factory at Kapurthala with an ultimate capacity of 1000 coaches per year has been set up during the plan period, which is expected in the years to come to partially remove the indigenous manufacturing capacity constraints.

2.98 Asked about the details of plan to manufacture modern type passenger coaches and how these coaches will differ from the coaches that are being used today in so far as safety in railways is concerned. The Ministry in a written note furnished to the Committee stated that with a view to up-dating the design of the coaching stock for higher speed potential and reduce maintenance and operating cost, import of "state-of-art" technology has been initiated by the issue of a global tender. As regards safety, it is stated that the existing design of coaches satisfactorily meet all safety parameters and the acquisition of new technology is with a view to meet this safety requirements for higher speed potentials.

Conclusion

2.99 A Rolling Stock Programme is drawn by Indian Railways to cater for replacement of coaches condemned on age-cum-condition basis as also those condemned prematurely besides new additions. As on 31.3.88, however .13 per cent of rolling stock in service was already overaged. While the total capacity for manufacturing coaches indigenously during the 7th plan period was 6000 and is expected to go up to 121020 coaches in the 8th Five Year Plan this would fall short of actual requirement, which has been projected at 21194.

2.100 The Railways informed the Committee that augmentation of manufacturing capacity and repairing overaged coaches to extend their life

beyond codal limits were the measures being considered to overcome the situation. The Committee were also informed that 'State of art' technology was being obtained to update coach design in conformity with high speeds even though the existing designs were considered to be satisfactory. The funds, however, were not a constraint.

Recommendations

2.101 The Committee recommend that a discretion to allow over aged coaches/wagons to be operated should be exercised at a sufficiently high level to minimise the chances of mishaps.

2.102 The Committee recommend early augmentation of coach and wagon manufacturing capacity in the country.

CHAPTER III

SECURITY ASPECTS

A. Crime on Railways

3.1 The crimes on Railways are registered and investigated by Government Railway Police functioning under the control of the State Government.

3.2 The following number of murders, dacoities, robberies and theft of passengers' belongings were committed in railway during each of the last 3 years:-

Year	murders	dacoities	robberies	theft of passenger belongings
1986-87	152	41	169	5,223
1987-88	120	55	156	6,007
1988-89	157	41	141	5,674

3.3 Commenting about the situation the Chairman, Railway Board stated:

“Of late, the security problem has been on the increase.”

3.4 The Committee were informed that while Railways bear 50 per cent of the cost of maintaining GRP the force functions under the control of the State Government. During evidence the Chairman, Railway Board explained position as follows:-

“There is a question of jurisdiction of the Government Railway Police and limitations of RPF. This is major limitation for us. Crime on trains which badly tarnish the image of the railway are not really in our hands. It depends on the ability and the effectiveness of the police of each state. We do have means of coordination at various levels with the State Government.”

He further stated:-

“Unless the Society around becomes free from this tendency, it becomes very difficult to root out this evil.”

3.5 When Ministry were asked about the steps being taken by the GRP to control the crime on Railways they in a written note stated that GRP have been taking following measures:-

- (i) Escorting of passenger trains;
- (ii) patrolling on Railway premises;
- (iii) collection of intelligence;

- (iv) surveillance over criminals and known bad characters; and
- (v) registration, investigation and prosecution of criminal offences committed on the railways and handling of law and order matters.

3.6 Further the representative of the Railway Board added during evidence:

“We have to coordinate very closely with the Government Railway Police about these dacoities and robberies....we also request them to have more visibility to put more people to escort the train and even necessary to protect the train. After all, police know criminal infested area, who are the people who are involved in these activities.”

3.7 Explaining the position about the involvement of the Railway staff in these incidents, the Chairman, Railway Board stated during evidence:

“Once the incident takes place, immediately the train slows down to enable them to run away and there is suspicion of some involvement of railway staff. But the fact usually is that the criminals usually operate in a gang. If somebody is looting or shooting, there are other men ready to pull the chain. The railway staff cannot come forward and keep the situation under control, since the staff such as the TC are not equal to the task. They do not have equipment and arms.”

Law and Order

3.8 The Ministry were asked how impact of law and order problems in different parts of the country on the security in relation to Railways was being ascertained in a written note the Ministry stated as follows:

“Keeping in view the law and order situation in recent times a number of coordination meetings between Railway Officers and State Police authorities concerned were held to devise measures for ensuring proper maintenance of law and order on the railway premises including running trains and for better control of crime. State Governments and Union Territories administration have been advised by the Railways to institutionalise these coordination meetings so that objective of ‘Railway Security’ could be effectively achieved”.

3.9 As and when there is deterioration of law and order situation, the matter is immediately taken up with higher authorities of the State Government concerned. On several occasions the Chief Ministers of affected States were also addressed drawing their attention to deteriorating law and order situation and seeking their intervention in the matter. The General Managers of the Railways and the Senior Railway Protection

Force Officials are directed to maintain constant and close liaison with the State Governments.

3.10 The State Railway Police Authorities have in this connection identified sections/sectors vulnerable to thefts of passenger belongings and other heinous crimes for organising intensive policing in these areas. The Government Railway Police is also ensuring high profile presence on important stations to instill confidence in the travelling public.

3.11 The Railways is a vast system and over 7000 passenger trains run every day. The Police do not have adequate staff to provide escorts for all these trains. Hence, the Commission of crime on the Railways is not totally preventable. The law and order situation prevailing in the area also reflects the crime on trains. However, whenever, collusion of staff comes to notice strict action is taken.

3.12 In an attempt to improve the law and order situation on the Railways, the Department of Railways have agreed for an increase of approximately 10,000 men in the strength of GRP of different States since 1979.

Conclusion

3.13 Statistics about the murders, dacoities, robberies and theft of passenger belongings indicates a disturbing trend. This was conceded by Railway Authorities during their oral evidence before the Committee. According to them this was attributable to general social environment as also to limitations of RPF the absence of direct police powers with Railways. Although various measures like escorting trains, patrolling on railway premises, intelligence gathering and surveillance and prosecution of criminals are being taken by Railway, Railway Authorities in their submissions, have, almost expressed helplessness in fully checking crime on Railways. Major constraints seem to be the magnitude and complexity of railway operation inadequacy of armed staff, and general law and order situation in the states through which Railways operate. They, however, stated that coordination with State Governments for containing the impact of general law and order situation on railway premises has been accorded due attention.

Recommendations

3.14 The Government Railway Police in respect of which Railways bear 50% of the cost of maintenance should play a more effective role in the prevention and detection of crime on running trains especially in identified sections/sectors vulnerable to thefts and other heinous crimes.

3.15 There should be more coordination meetings between Railway Officers and State Police Authorities for ensuring proper maintenance of law and order situation on Railway premises and containing its impact on control of crimes.

B. Crimes Against Railway Property Booked Consignments

3.16 The Ministry in a written note stated that the Railway property is so extensively spread out that it becomes vulnerable to crime. The general law and order situation prevailing in a particular area also results in crimes against railway property. It is worth mentioning here that the rate of increase in the number of cases of thefts of booked consignments has been arrested and the number of cases in 1987-88 was 8% less as compared to 1986-87 and 13% less in 1988-89 as compared to 1987-88.

3.17 The following figures give a comprehensive picture of crimes against railway property.

Year	No. of cases registered	No. of persons arrested	Value of property (in lakhs of Rs.)		Percentage of recovery
			Stolen	Recovered	
Railway Materials and Fittings:					
1984-85	73,043	19,481	187.16	72.74	39
1985-86	74,234	21,040	190.60	87.07	46
1986-87	67,209	13,428	200.78	50.43	25
1987-88	68,502	13,248	251.73	65.14	26
1988-89	73,441	14,045	341.21	110.60	32
Booked Consignments:					
1984-85	46,972	4,258	555.44	35.30	6
1985-86	39,889	3,616	490.10	49.91	10
1986-87	33,002	2,458	562.66	36.40	6
1987-88	30,485	2,239	625.16	43.57	7
1988-89	26,627	1,829	654.37	42.50	6

3.18 Explaining the care taken for booked consignments, the Ministry in a note furnished to the Committee stated that in order to control thefts of booked consignments various measures including escorting of trains carrying valuable consignments as far as possible, intensive patrolling in the yards and vulnerable sections posting of pickets and deployment of crime intelligence staff organising raids on receivers of stolen property, deployment of dog squads etc. have been taken.

3.19 Commenting about the involvement of Railways staff in case of theft of railway property, the Ministry in a written note stated that deterrent action is being taken against the railway employees including RPF staff, who are found conniving or negligent in this regard.

3.20 The figures of Railway employees including RPF, who were arrested for their involvement in crime against Railway property during the years 1986-87, 1987-88 and 1988-89 are shown as under:—

Years	No. of persons arrested		Total
	R/E	RPF	
1986-87	158	24	182
1987-88	144	25	169
1988-89	163	25	188

3.21 The number of major penalties imposed on Railway Employees and RPF personnel involved in crime against Railway property during the years 1986-87, 1987-88 and 1988-89 is as follows:—

Years	Dismissal		Removal		Others	
	RE (Rly. Employees)	RPF (Rly. Protection Force)	RE	RPF	RE	RPF
1986-87	1	9	21	23	21	234
1987-88	—	—	17	28	15	202
1988-89	1	3	15	34	15	137

3.22 In all reported cases of criminal interference with railway property including booked consignments enquiries are conducted by RPF and after proper investigation responsibility is fixed. Follow up action is taken according to legal provisions.

3.23 The target time fixed for settlement of claims for compensation is 42 days. The average time taken for settlement of claims for the last three years is as under:—

Years	Days
1986-87	30 days
1987-88	36.2 days
1988-89	35.5 days

3.24 Explaining about wagon breaking by gangsters, the representative of the Railway Board stated during evidence:—

"This is very organised crime. Occasionally, in yards, they try to steal certain things. In certain States, gangsters are prevalent. They have an organised way of stealing consignments."

3.25 The Ministry further stated that while guarding and protecting Railway property during 1988-89, the RPF had to face armed criminals on 31 occasions in which 14 criminals were killed. In these encounters 2 RPF personnel were also killed and 13 got injured.

Conclusion

3.26 A close look at statistics relating to theft of Railway material and fittings and booked consignments reveals that while gross and the per unit value of Railway property stolen during 1984-85 to 1988-89 is relatively low, the rate of its recovery has ranged between 25 to 46%. Similarly, number of cases registered and persons arrested in connection with stolen Railway property has been comparatively high. The position in respect of booked consignments is almost converse, the rate of recovery having been around 6 per cent. This is an intriguing aspect of security on Railways and would indicate that while on one hand criminals do find the booked consignments more attractive, the attention of Railway Administration is focussed more on recovery of stolen Railway property. Sufficient data has been furnished to the Committee to lend credence to the charge that Railway Staff do connive with the criminals. As many as 188 of such staff members were stated to have been arrested during 1988-89. As against this the number of employees dismissed or removed from service was relatively small. Apparently most of such employers either got scot free or with light penalties. On the other hand average delay in paying compensation claims of affected passengers was almost 35 days.

Recommendations

3.27 Taking a serious note of the imbalance in the recovery of stolen railway property viz-a-viz booked consignments the Committee wish to underline the need for an immediate study of the matter. At the same time the Committee recommend that adequate measures should be taken to control thefts of booked consignments and the attention of the Railway should be focussed more on recovery of stolen consignments in coordination with local police to improve the percentage of recovery which at present does not exceed 10%.

3.28 Railway staff is also involved in crime against Railway property. The Committee urge that exemplary punishment should be awarded to such railway employees whose involvement is proved in such crimes and are found guilty of collaborating with anti-social elements.

3.29 Target time fixed for settlement of claims for compensation, which is 42 days, should be revised downwards.

C. Luggage Lifting at Railway Stations

3.30 Asked whether Government was aware of the organised lifting of luggage at different railway stations, the Ministry in a note furnished to the Committee stated that the crime on Railways are registered and investigated by the Government Railway Police, which function under the direct control of the State Government concerned. Information in respect of organised gangs, luggage lifters etc. is also maintained by them.

3.31 In reply to another question, the Ministry stated that Railways are

aware that there are incidence of luggage lifting at different Railway Stations. So far information received there is no organised gang but there are luggage lifters.

3.32 To avoid such incidences the following action have been taken:—

- (i) On all important stations where the lifting of luggage are frequent, intensive police patrol have been introduced.
- (ii) Joint raids by G.R.P. and R.P.F. are being regularly conducted to apprehend the criminals.
- (iii) A publicity is given requesting passengers to remain alert with luggages and also to hire licenced porters and note down their numbers etc.
- (iv) A strict watch is kept at the stations platform particularly at the time of rush and entry of unauthorised persons are restricted.

3.33 The theft of passengers luggages and other allied problems relating to law and orders together with safety and security of the travelling public are regularly discussed in the meetings in which the high ranking state police officers attend. In the meeting all the cases are discussed and action taken accordingly.

Conclusion

3.34 The Railways are aware about the incidence of luggage lifting at different Railway Stations though they have no information as to there being organised gangs of luggage lifters. Such crimes are registered and investigated by GRP, the necessary information apparently is not maintained by the Railways. However, certain measures like intensive police patrolling of important plice stations, publicity to alert the passengers and joint raids by GRP and RPF are being taken by Railways to check the menace. The problem is also discussed with the high ranking state police officers.

3.35 It is obvious that Railways are not fully seized of the dimensions of the problem and needless to say their response to it is also *ad hoc*. This state of affairs is accentuated by the fact that the responsibility for checking this crime does not lie directly with the Railways. The Committee is, therefore, dismayed to note that luggage lifting has been almost accepted as an unmitigable fact of life in and around railway stations.

Recommendations

3.36 Railway authorities may monitor the incidence of luggage lifting to keep itself abreast about the trend this crime is showing if only to develop capacity to respond appropriately.

3.37 Committee would like Railways to also provide infrastructural inputs like better and bigger cloak rooms as also modern devices for keeping a close eye on luggage lifters.

D. Unauthorised Passengers in Reserved Compartments

3.38 A large number of unauthorised passengers travel in reserved compartments, particularly in reserved II Class compartments.

3.39 Monthly Season Ticket Holders usually travelled in large number near the big cities during certain periods and entrain trains for short journeys. They entered the reserved coaches of fast Mail / Express trains even when shuttle trains at convenient timings had been provided for them.

3.40 It was also pointed out during evidence that not only in the II Class coaches even in AC coaches or the II Class Sleeper coaches people sleep on the ground or even near the bathrooms obstructing the movement of passengers in the coach. The representative of the Ministry of Railways stated:—

“I appreciate the point that in the sleeper coaches, AC or the second class sleepers, people sleep on the ground floor, and even near the bathrooms obstructing the movement of the genuine passengers during night, but they are not ticketless passengers. They are having valid tickets, but they do not have reservation in that coach. In spite of protestations by the TTE, they just get in. The TTEs are sometimes helpless to evict them because they are in a group and they just want to go. The other alternative is to evict them forcibly and detain the train and that becomes a problem. But we have issued instructions that they should not allow passengers without reservation to get into the reserved compartments. We do conduct surprise checks and wherever we find that such instructions have not been followed and passengers have been allowed in the reserved coaches, we do take action.”

3.41 During evidence Ministry of Railways was asked what special steps were being taken to prevent unauthorised passengers from getting into the trains. The Chairman, Railway Board informed the Committee:—

“We are also at a loss to understand as to how to tackle the other case, that is, where the law and order machinery is not able to prevent this irregular travelling of people even where we have got passenger trains available for them. We are, of course, tackling from time to time.”

3.42 The representative of the Ministry of Railways further supplemented:—

“We have taken two or three steps. One is, trying to introduce the passenger train just ahead of the express train so that it caters to the need of the people coming from short distance. Secondly, we also try to provide little more cushion in these trains so that people do not crowd the long-distance trains. We provide more non-reserved coaches in these trains so that reserved coaches are not occupied by the short-distance passengers.”

3.43 It was further asked during evidence whether any efforts were made to keep Constable or a Head Constable of the Railway Protection Force in the Coaches, the Chairman of the Railway Board stated as follows:—

“One method is to depute sufficient uniformed people who can physically prevent this practice. This may not be workable for two reasons. The first reason is that, to do it on a sustained basis, we need a very large force. Secondly, it is not the duty of the RPF to maintain law and order. They can only give physical support. The commuters usually come in such large numbers that even by placing RPF unarmed constables in every coach, the purpose will not be served. We have tried some kind of discipline like instructing the passengers not to open the doors so that unauthorised persons may not enter and also to keep the doors bolted. The passengers do not cooperate and therefore, these methods fail.”

3.44 Asked whether it has come to the notice of Railways that the attendents were usually not in position in the railway coaches at the time of trains approaching a particular station, the Ministry in a note furnished to the Committee stated that the entry of unauthorised passengers in reserved coaches was not only a manifestation of shortage of manpower but also a law and order problem.

3.45 Asked how the railways propose to deal with this situation which not only causes lot of hardships to genuine passengers but it is also a security hazard, The Ministry through a written note stated that the following steps had been taken to prevent entry of unauthorised passengers in reserved coaches:—

- (a) Distance restrictions on travel had been imposed on certain long distance trains.
- (b) Surprise checks were conducted with the help of GRP / RPF and unauthorised passengers found travelling in reserved coaches are detained and fined under provisions of India Railways Act.
- (c) Conductors / TTEs / Coach Attendants had been instructed to be available in front of the coaches which they were required to man before the scheduled departure of the train at the train originating stations and permit only bonafide passengers to enter the coaches. They could also seek the assistance of the GRP / RPF whenever necessary.
- (d) In the Railways Act of 1989, the punishment for unauthorised entry into reserved coaches had been enhanced from the existing, Rs. 20/- to upto Rs. 500/-.

- (e) To cater to the needs of the daily commuters, shuttle trains to the extent possible at suitable timings had been introduced connecting important stations. Some coaches had also been earmarked.
- (f) Railway Pass-holder were taken up departmentally when detected travelling unauthorisedly in reserved coaches.

Conclusion

3.46 Unauthorised travel on Indian Railways has become a major problem affecting bonafide passengers including the loss of revenue and inconvenience to those travelling at higher expenses in AC coaches / 1st Class coaches and reserved second class coaches. The incidence of unauthorised travelling seems to be greater in and around metropolitan cities. The problem is exaggerated by season ticket holders forcing their entry into reserved compartments on long distance mail / express trains. The Railways feel that TTs are sometimes helpless to check unauthorised passengers. Apparently the magnitude of the problem is so large that the preventive machinery is no longer able to cope up.

3.47 The charge that Railway attendents are often found missing from their respective Railway coaches when trains approach a particular station has gone uncontested by the Railways and has been attributed to shortage of manpower as well as law and order problems.

3.48 The Railways are trying to control the situation by taking a variety of measures which include restrictions on travel by long distance trains or surprise checks with the help of GRP and RPF appropriate instructions to conductors, TTs, coach attendents, enhancement of penalty for unauthorised entry into reserved coaches, adjustment of timings of inter-city passenger trains, etc.

Recommendations

3.49 The Railway ought to address themselves urgently to the existence of large scale unauthorised travelling on Railways and devise a well conceived strategy to bring it within manageable proportion. Committee, therefore, recommend that special scheme be drawn up for augmenting facilities for rapid inter-city transportation particularly where traffic tends to converge in metropolitan, administrative and industrial centres like Delhi, Calcutta, Bombay and Madras.

3.50 The existing system of allowing inter-city passengers to travel in reserved compartments, during day time, on long distance trains, though not allowed under the rules needs to be checked. This causes considerable inconvenience to long distance travellers. The Committee hope that necessary preventive steps would be taken by the Ministry.

3.51 Suitable design modifications in Railway coaches ought to be considered to check the incidence of short distance passengers blocking entrance to Railway passenger coaches.

Annexure

**ESTIMATES COMMITTEE
(1989-90)**

CHAIRMAN

Shri Asutosh Law

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4. **Shri R.M. Bhoje**
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6. **Smt. Chandresh Kumari**
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26. **Shri Surendra Pal Singh**
27. **Shri N. Sundararaj**
28. **Shri G.G. Swell**
29. **Shri Gopala Krishna Thota**
30. **Shri Ram Singh Yadav**

APPENDIX

Statement of Recommendations / observations

Sl. No.	Para No.	Recommendations / observations
1	2	3
1.	1.11	As the number of railway accidents is still high, the Committee recommend that the aspect of safety on railways should be accorded a higher priority and ought to underpin the developmental effort of the railways. Needless to say this has to be an integrated exercise encompassing maintenance of assets, training and motivation of human resources as also quality consciousness in respect of materials used. The Committee would expect the railways to achieve a quantum jump in the use of modern safety related technology.
2.	1.43	Even though the Railways are, for the present, satisfied with the performance and structure of Railway Safety Organisation, the Committee however feel and recommend that the role and effectiveness of Railway Safety Organisation need be examined at regular periodical intervals.
3.	1.44	A competent <i>ex-cadre</i> officer should also be associated by the Railway Safety Organisation while conducting enquiries into railway accidents so as to lend greater credibility and impartiality.
4.	1.45	The dichotomous arrangement to security prevailing in the Railways at present ought to be given a serious look and possibilities including those of amending the statute, for unifying the police and preventive aspects of security maintenance under one command examined.
5.	1.46	Immediate steps may be taken to get stay by Calcutta High Court on promotion of constable to higher ranks in Railway Protection Special Force vacated, and all other steps taken to raise RPSF to its sanctioned strength.
6.	1.47	The Committee also desire that the Railway authorities should review the panel of lawyers in all the zonal railways and, a fresh panel prepared, on a periodic basis, so that a nexus is not allowed to be established between any corrupt railways official and any legal practitioner.

1	2	3
7.	2.37	<p>Human failure factor being a predominant cause of Railway accidents, the Committee recommend that safety ought to form the nucleus around which the entire human resource development effort should be conceived and developed. This would necessarily involve enhanced inputs in terms of training and motivation. In order to achieve greater motivation amongst the railwaymen greater thrust may be given to their welfare programmes and their working conditions should be significantly improved.</p>
8.	2.38	<p>The programmes aimed at enhancing safety on Railways such as track renewal, special repair of bridges, modernisation of signalling system should be given high priority in each successive Railway Five Year Plan. In fact, there ought to be a well integrated Railway safety plan devotailed into the overall railway plan.</p>
9.	2.39	<p>The present scheme of incentives and awards for better safety performance should be immediately reviewed to make these creditable in relation to magnitude of Railway operations as also the enormity of human tragedy and material loss caused by Railway accidents.</p>
10.	2.40	<p>The present procedure of penalising officials / staff guilty of negligence in maintaining railway safety needs also to be reviewed to make it quick as also sufficiently deterrent. The Committee recommend that a code be developed for relating quantum of punishment to the degree of responsibility.</p>
11.	2.41	<p>The criteria for converting Railway level crossings from unmanned to manned status needs to be changed so that accident proneness and not the proposals of State Governments / local bodies become the basis for deciding whether or not to man a Railway crossing. The Committee further recommend that a countrywide census of unmanned level crossings be made and a time bound plan of converting the required number of such crossings with due involvement of panchayat samities etc. be drawn up. Needless to say the coordination with the State Governments in this restrict has to be stepped up. If necessary Railways may also subsidise the initial cost of manning new level crossings.</p>

1	2	3
12.	2.42	Publicity campaigns may be launched to educate road-rail users on a regular basis.
13.	2.43	Adequate compensation may be paid to those who die or suffer injuries at railway crossings.
14.	2.44	Automatic audio Visual Warning system may be installed at railway crossings on priority basis.
15.	2.45	Committee urge the Government to finalise a minimum qualification for recruitment of railway engine drivers without further delay so that technically qualified candidates become available for fillings of such posts in future.
16.	2.60	Government may prepare a perspective plan to achieve the task of completing special repairs, strengthening and rebuilding of distressed bridges in a time bound manner by creating a dedicated organisational and financial support system for the purpose.
17.	2.61	The Committee urge the Government to take immediate steps to minimise delays in finalising proposals for repair and renewal of distressed bridges by modifying the existing procedure wherever necessary. In this context it would be worthwhile to obtain bulk site and technical clearance from the States for a period of five years.
18.	2.73	The Committee recommend an in-depth analysis of various derailments which have taken place during the last five years.
19.	2.74 & 2.75	The Committee are not sure as to the criteria adopted for identifying renewable tracks. They would like to have the confirmation as to sufficiency of data maintained in this regard. The mechanical maintenance of tracks may be stepped up and completed in a planned manner.
20.	2.75A & 2.76	The Railways should explore the possibility of modernising the track inspection system to the extent possible. The patrolling of railway tracks may be intensified to preclude the possibility of sabotage to greater extent.

1	2	3
21.	2.88 & 2.89	<p>The Committee recommend that modernisation of signal system in the Railways should be accorded high priority and taken up in a planned manner.</p> <p>The Committee urge the Government to give a serious thought to insufficient availability of fund for modernisation of signalling systems in railways and persuade Planning Commission to give due importance to this aspect while allocating funds for railways during the Eighth Five Year Plan.</p>
22.	2.90	<p>The Committee would like to see introduction of auxiliary warning system to be given a major thrust.</p>
23.	2.101 & 2.102	<p>The Committee recommend that a discretion to allow over aged coaches / wagons to be operated should be exercised at a sufficiently high level to minimise the chances of mishaps.</p>
24.	3.14	<p>The Committee recommend early augmentation of coach and wagon manufacturing capacity in the country.</p> <p>The Government Railway Police in respect of which Railways bear 50% of the cost of maintenance should play a more effective role in the prevention and detection of crime on running trains especially in identified sections / sectors vulnerable to thefts and other heinous crimes.</p>
25.	3.15	<p>There should be more coordination meetings between Railway Officers and State Police Authorities for ensuring proper maintenance of law and order situation on Railway premises and containing its impact on control of crimes.</p>
26.	3.27	<p>Taking a serious note of the imbalance in the recovery of stolen railway property <i>viz-a-viz</i> booked consignments the Committee wish to underline the need for an immediate study of the matter. At the same time the Committee recommend that adequate measures should be taken to control thefts of booked consignments and the attention of the Railway should be focussed more on recovery of stolen consignments in coordination with local police to improve the percentage of recovery which at present does not exceed 10%.</p>
27.	3.28	<p>Railway staff is also involved in crime against Railway property. The Committee urge that exemplary punish-</p>

1	2	3
		ment should be awarded to such railway employees whose involvement is proved in such crimes and are found guilty of collaborating with anti-social elements.
28.	3.29	Target time fixed for settlement of claims for compensation, which is 42 days, should be revised downwards.
29.	3.36	Railway authorities may monitor the incidence of luggage lifting to keep itself abreast about the trend this crime is showing if only to develop capacity to respond appropriately.
30.	3.37	Committee would like Railways to also provide infrastructural inputs like better and bigger cloak rooms as also modern devices for keeping a close eye on luggage lifters.
31.	3.49	The Railway ought to address themselves urgently to the existence of large scale unauthorised travelling on Railways and devise a well conceived strategy to bring it within manageable proportion. The Committee, therefore, recommend that special scheme be drawn up for augmenting facilities for rapid inter-city transportation particularly where traffic tends to converge in metropolitan, administrative and industrial centres like Delhi, Calcutta, Bombay and Madras.
32.	3.50	The existing system of allowing inter-city passengers to travel in reserved compartments, during day time, on long distance trains, though not allowed under the rules needs to be checked. This causes considerable inconvenience to long distance travellers. The Committee hope that necessary preventive steps would be taken by the Ministry.
33.	3.51	Suitable design modifications in Railway coaches ought to be considered to check the incidence of short distance passengers blocking entrance to Railway passenger coaches.

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Sl. No.	Name of Agent	Sl. No.	Name of Agent
ANDHRA PRADESH		UTTAR PRADESH	
1.	M/s. Vijay Book Agency, 11-1-477. Mvlarzadda, Secunderabad-500 306.	12.	Law Publishers, Sardar Patel Marg, P.B. No. 77, Allahabad, U.P.
BIHAR		WEST BENGAL	
2.	M/s. Crown Book Depot, Uppar Bazar, Ranchi (Bihar).	13.	M/s. Madimala, Buys & Sells, 123, Bow Bazar Street, Calcutta-1.
GUJARAT		DELHI	
3.	The New Order Book Company, Ellis Bridge, Ahmedabad-380 006. (T.No. 79065)	14.	M/s. Jain Book Agency, C-9, Connaught Place, New Delhi, (T.No. 351663 & 350806).
MADHYA PRADESH		15.	M/s. J.M. Jaina & Brothers, P. Box 1020, Mori Gate, Delhi-110006. (T. No. 2915064 & 230936).
4.	Modern Book House, Shiv Vilas Place, Indore City. (T.No. 35289)	16.	M/s. Oxford Book & Stationery Co., Scindia House, Connaught Place, New Delhi-110001. (T.No. 3315308 & 45896).
MAHARASHTRA		17.	M/s. Bookwell, 2/72, Sant Nirankari Colony, Kingsway Camp, Delhi-110 009. (T.No. 7112309).
5.	M/s. Sunderdas Gian Chand, 601, Girgaum Road, Near Princes Street, Bombay-400 002.	18.	M/s. Rajendra Book Agency, IV-DR59, Lajpat Nagar, Old Double Storey, New Delhi-110 024. (T.No. 6412362 & 6412131).
6.	The International Book Service, Deccan Gymkhana, Poona-4.	19.	M/s. Ashok Book Agency, BH-82, Poorvi Shalimar Bagh, Delhi-110 033.
7.	The Current Book House, Maruti Lane, Raghunath Dadaji Street, Bombay-400 001.	20.	M/s. Venus Enterprises, B-2/85, Phase-II, Ashok Vihar, Delhi.
8.	M/s. Usha Book Depot, 'Law Book Seller and Publishers' Agents Govt. Publications, 585, Chira Bazar, Khan House, Bombay-400 002.	21.	M/s. Central News Agency Pvt. Ltd., 23/90, Connaught Circus, New Delhi-110 001. (T. No. 344448, 322705, 344478 & 344508)
9.	M & J Services, Publishers, Rep- resentative Accounts & Law Book Sellers, Mohan Kunj, Ground Floor, 68, Jyotiba Fuele Road Nalgaum, Dadar, Bombay-400 014	22.	M/s. Amrit Book Co., N-21, Connaught Circus, New Delhi.
10.	Subscribers Subscription Service India, 21, Raghunath Dadaji Street, 2nd Floor, Bombay-400 001.	23.	M/s. Books India Corporation Publishers, Importers & Exporters, L-27, Shastri Nagar, Delhi-110 052. (T.No. 269631 & 714465).
TAMIL NADU		24.	M/s. Sangam Book Depot, 4378/4B, Murari Lal Street, Ansari Road, Darya Ganj, New Delhi-110 002.
11.	M/s. M.M. Subscription Agencies, 14th Murali Street, (1st Floor), Mahalingapuram, Nungambakkam, Madras-600 034. (T.No. 476558)		