



**INDIAN INSTITUTE OF
ADVANCED STUDY
LIBRARY SHIMLA**

**TWENTY-SECOND REPORT
ESTIMATES COMMITTEE
(1992-93)**

(TENTH LOK SABHA)

**MINISTRY OF RAILWAYS
RAILWAY SAFETY AND SECURITY**

**Action Taken by Government on the recommendations contained in the
Second Report of Estimates Committee]**

(Tenth Lok Sabha)



Presented to Lok Sabha on.....

**LOK SABHA SECRETARIAT
NEW DELHI**

January, 1993/Magha, 1914 (S)

E.C. No. 1293

Price Rs. 12.00

 Library

IAS, Shimla



00081355

PH
385
RAI. 1992

© 1992 BY LOK SABHA SECRETARIAT

PUBLISHED UNDER RULE 382 OF THE RULES OF PROCEDURE AND CONDUCT OF BUSINESS IN LOK SABHA (SEVENTH EDITION) AND PRINTED BY THE MANAGER, P.L. UNIT, GOVT. OF INDIA PRESS, MINTO ROAD, NEW DELHI.

CONTENTS

	PAGE
COMPOSITION OF THE ESTIMATES COMMITTEE	(iii)
COMPOSITION OF THE SUB COMMITTEE ON ACTION TAKEN REPORT OF ESTIMATES COMMITTEE (1992-93)	(iv)
INTRODUCTION	(v)
CHAPTER I Report	1
CHAPTER II Recommendations/Observations which have been accepted by Government	14
CHAPTER III Recommendations/Observations which the Committee do not desire to pursue in view of Government replies	19
CHAPTER IV Recommendations/Observations in respect of which replies of Government have not been accepted by the Committee	25
CHAPTER V Recommendations/Observations in respect of which final replies of Government are awaited	32
ANNEXURE I Statement showing the cases of heinous crimes, Statewise	33
ANNEXURE II Statement showing the cases of heinous crimes, Railway-wise.	34
APPENDIX Analysis of Action Taken by Government on the recommendations contained in the 2nd Report of Estimates Committee (10th Lok Sabha).....	35

COMPOSITION OF THE ESTIMATES COMMITTEE

CHAIRMAN

Shri Manoranjan Bhakta

MEMBERS

2. Shri Abraham Charles
3. Shri Rajendra Agnihotri
4. Shri Mumtaz Ansari
5. Shri Ayub Khan
6. Shri Sartaj Singh Chhatwal
7. Shri Somjibhai Damor
8. Shri Pandurang Pundlik Fundkar
9. Shri Santosh Kumar Gangwar
10. Shrimati Girija Devi
11. Shri Nurul Islam
12. Shri R. Jeevarathinam
13. Dr. Viswanatham Kanithi
14. Shri C.K. Kuppuswamy
15. Shri Dharampal Singh Malik
16. Shri Manjay Lal
17. Shri Hannan Mollah
18. Shri G. Devaraya Naik
19. Shri Rupchand Pal
20. Shri Sriballav Panigrahi
21. Shri Harin Pathak
22. Shri Harish Narayan Prabhu Zantye
23. Shri Amar Roy Pradhan
24. Shri Ebrahim Sulaiman Sait
25. Shri Moreshwar Save
26. Shri Manabendra Shah
27. Shri Mahadeepak Singh Shakya
28. Shri Rajnath Sonker Shastri
29. Shri Manku Ram Sodhi
30. Shri Braja Kishore Tripathy

SECRETARIAT

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

**COMPOSITION OF SUB-COMMITTEE ON ACTION TAKEN
REPORTS OF ESTIMATES COMMITTEE (1992-93)**

1. Shri Manoranjan Bhakta—Chairman
2. Shri A. Charles
3. Shri Sriballav Panigrahi
4. Shri Rupchand Pal
5. Smt. Girija Devi
6. Shri Ebrahim Sulaiman Sait
7. Shri Rajendra Agnihotri.

INTRODUCTION

1. I, the Chairman of the Estimates Committee having been authorised by the Committee to submit the Report on their behalf, present this Twenty-second Report on action taken by Government on the recommendations contained in the Second Report of the Estimates Committee (Tenth Lok Sabha) on the Ministry of Railways—Railway Safety and Security.

2. The Second Report was presented to Lok Sabha on 10th December, 1991. Government furnished their replies indicating action taken on the recommendations contained in that Report on 8th October, 1992. The replies were examined and the draft report was adopted by the Estimates Committee at their sitting held on 04.01.1993.

3. The Report has been divided into following Chapters:

- (i) Report
- (ii) Recommendations/Observations which have been accepted by Government.
- (iii) Recommendations/Observations which the Committee do not desire to pursue in view of Government's replies.
- (iv) Recommendations/Observations in respect of which replies of Government have not been accepted by the Committee.
- (v) Recommendations/Observations in respect of which final replies of Government are still awaited.

4. An analysis of action taken by Government on the recommendations contained in Second Report of Estimates Committee (Tenth Lok Sabha) is given in Appendix. It would be observed that out of 37 recommendations made in the Report 10 recommendations i.e., about 27 per cent have been accepted by Government. The Committee have desired not to pursue 14 recommendations in view of Government's reply i.e., about 37.8%. Replies have not been accepted in respect of 13 recommendations about 35.2%.

NEW DELHI;
January 30, 1993
Magha 10, 1914 (S)

MANORANJAN BHAKTA
Chairman,
Estimates Committee.

CHAPTER I REPORT

1.1 This Report of the Estimates Committee deals with action taken by Government on recommendations contained in their 2nd Report (10th Lok Sabha) on the Ministry of Railways—Railway Safety and Security, which was presented to Lok Sabha on 10th December, 1991.

1.2 Action taken notes have been received in respect of all the 37 recommendations contained in the Report.

1.3 Action taken notes on the recommendations of the Committee have been categorised as follows :—

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

Sl. Nos. 1, 2, 4, 5, 10, 18, 24, 25, 30 and 31

(Total 10, Chapter II)

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

Sl. Nos. 6, 7, 12, 15, 19, 19A, 20, 20A, 21A, 23, 23A, 27, 28 and 33

(Total 14, Chapter III)

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

Sl. Nos. 3, 8, 9, 11, 13, 14, 16, 17, 21, 22, 26, 29 and 32

(Total 13, Chapter IV)

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

(Nil, Chapter V)

1.4 The Committee will now deal with action taken by Government on some of the recommendations.

Safety Organisation

Recommendation (Sl. No. 2, Para No. 1.43)

1.5 In their Second Report (10th Lok Sabha), the Estimates Committee had recommended as follows:—

“Even though the Railways were satisfied with the performance and structure of Railway Safety Organisation, the role and effectiveness of Railway Safety Organisation need be examined at regular periodical intervals.”

1.6 In its Action taken reply, the Ministry of Railways have stated that a separate Safety Organisation on the Railways was first set up in accordance with the recommendations of Kunzru Committee in 1962. Thereafter the working of the Safety Organisation was reviewed by the Railway Accidents Enquiry Committee, 1968 (Wanchoo Committee) which also made certain recommendations regarding strengthening of the safety set-up on Railways. In 1978, the Sikri Committee, which went into the various facets of safety on Indian Railways, also made certain recommendations relating to the Safety Organisation.

1.7 In 1985, the Railway Board conducted an in-house review of the working of the Safety Organisation when a decision was taken to redesignate the Chief Traffic Safety Superintendent as Chief Safety Superintendent with a further directive that the CSS would function directly under the General Manager. It was also decided that at the Divisional level, Divisional Safety Officer would function directly under the Divisional Railway Manager.

1.8 The performance and structure of the Railway Safety Organisation is being periodically reviewed. As recommended by the Estimates Committee, the role and effectiveness of the Safety Organisation will continue to be examined at regular periodical intervals.

1.9 The Committee note that in 1985, the Railway Board conducted an in-house review of the working of the Railway Safety Organisation and no review has been done since then. The Committee recommend that an independent review of the working of the Safety Organisation may now be undertaken to have an indepth study of the Railway Safety Organisation so as to make it more effective.

Enquiries into Railway Accidents

Recommendation (Sl. No. 3, Para No. 1.44)

1.10 In their original report the Committee had observed that 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.

1.11 In its action taken reply, the Ministry stated that under the existing system, all major railway accidents are inquired into by the Commission of Railway Safety which is independent of the Railways and functions under the Ministry of Civil Aviation. This has been done precisely for ensuring objectivity in establishing the causes of accidents. With regard to other train accidents of a less serious nature, inquiries are conducted by a Committee of 3 or 4 officers belonging to different departments. By associating officers of different technical departments in accident inquiries, there is very little possibility of concealing the real cause of accidents. It is felt that the existing structure of accident inquiry Committee meets the purpose of ensuring credibility and impartiality in conduct of accident inquiries.

1.12 It is also relevant to mention that considering the number of accident inquiries to be conducted every year in diverse locations spread out in various parts of the country, association of an outside agency in the conduct of accident inquiries would lead to abnormal delays.

Moreover, Railway working being highly technical in nature, the contribution of an *ex-cadre* officer who is not familiar with Railway working will, at best, be marginal.

1.13 The Committee are surprised to go through the reply of the Government where it has been stated that the contribution of an *ex-cadre* officer who is not familiar with working of Railways will at best, be marginal. It was never the intention of the Committee that an *ex-cadre* officer who has no knowledge about the working of the Railway might be associated with the Committee. There are a large number of experts in Railway matters and it should not be difficult to associate an *ex-cadre* officer who is competent enough to conduct enquiries into Railway accidents. They feel that such a step would only enhance the credibility of Railways in the eyes of the public. The Committee, therefore, reiterate their recommendation that a competent *ex-cadre* officer should be associated by the Railway Safety Organisation while conducting enquiries into Railway accidents.

Security Arrangements

Recommendation (Sl. No. 4 Para No. 1.45)

1.14 The Committee had desired that dichotomous arrangement for 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.

1.15 In its Action taken reply, the Ministry have stated that having a single agency for the security on the Railways is desirable. However, this requires amendment of the Constitution.

1.16 The Committee would like to be informed of the concrete action initiated by the Railways to prepare ground for a constitutional amendment that would facilitate a unified security set up on its premises.

Vacancies in Railway Protection Special Force

Recommendation (Sl. No. 5 Para No. 1.46)

1.17 The Committee had recommended that immediate steps might be taken to get stay by Calcutta High Court on promotion of constables to higher ranks in Railway Protection Special Force vacated, and all other steps taken to raise RPSF to its sanctioned strength.

1.18 In its Action Taken reply, the Ministry stated that the duties of the Railway Protection Special Force personnel, including the officers, are of arduous nature requiring frequent movement from one place to another, therefore they seek transfer from RPSF to make their lives stable. There were 1002 vacancies of constables on 1.1.1990 in the RPSF. The

recruitment committees could recruit only 413 candidates due to poor response from the different states. They are to be sent for training shortly and efforts to carry out recruitment for balance posts will continue.

1.19 The promotion of constables to the rank of Naiks has not been implemented due to four writ petitions. The Administration has taken clearance in two cases. Special efforts are afoot to get clearance in other two cases very shortly and it is expected that this issue will be resolved very soon.

1.20 The Committee note that against 1002 vacancies of constables in the RPSF as on 1.1.1990 Railway could recruit only 413 candidates owing to poor response from the different states. The Committee would have appreciated if the latest information regarding recruitment of constables had been given. They are surprised to note that in spite of wide spread unemployment in the country, people are not coming forward to join RPSF. The Committee would like the Railways to take serious steps to fill up the vacancies in the RPSF. For this purpose, the Railways should consider the desirability of offering adequate incentives, if necessary, so as to attract the best possible talents. They further suggest that an effective publicity campaign should be lunched through different media to attract eligible candidates into the Force.

1.21 The Committee would like to be informed of the latest position about the recruitment of constables as also about the results of the 'special' efforts made to get the stay vacated by the Calcutta High Court in the other two cases.

Railway Safety Plan

Recommendation (Sl. No. 8, Para No. 2.38)

1.22 The Committee had observed that the programme 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. They had also opened that there ought to be a well integrated Railway Safety Plan dovetailed into the overall railway plan.

1.23 In its action taken reply the Ministry stated that safety requirements are given the highest priority in formulation of plans within the resources available.

1.24 In the Seventh Plan, among other things 19,623 kms. of track were renewed, 62,209 wagons and 7,151 coaches were replaced and 2766 steam locomotives were phased out. Six workshops were modernised, and eleven more workshops are being planned to be taken up for modernisation during the Eighth Plan.

1.25 Signalling systems were modernised by introduction of panel interlocking, route relay interlocking, multiple aspect colour light signalling, track circuiting, auxiliary warning systems. In the Seventh

Plan, route relay interlocking was provided at twelve stations, panel interlocking at 360 stations, auxiliary warning system at 60 stations, track circuiting over 500 kms. and electro mechanical interlocking over 200 stations.

1.26 Track standards have been made more stringent with a view to meet the ever growing needs of traffic.

1.27 The Committee are unhappy to note that even the basic issue of having a Railway Safety Plan as a component of Railway Plan has not been touched in the reply furnished by the Ministry. The reply also does not indicate the percentage of targets achieved or the extent of cumulative unfinished task with the Railways in regard to track renewal, modernisation of signalling system, and repair of bridges. While, reiterating their earlier recommendation, the Committee desire to know the details of the safety plan formulated by the Railways and also the targets fixed for each component like track renewal, replacement of old wagons, coaches and locomotives, automatic signalling etc. and achievements against the targets.

Awards for Safety Performance

Recommendation (Sl. No. 9, Para No. 2.39)

1.28 The Committee had recommended that 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.

1.29 In its action taken reply, the Ministry stated that the Committee has recommended granting of more generous awards as incentive to staff for accident prevention. The scheme for rewarding staff of certain safety categories for accident-free service was first introduced in 1973. At that time, it was decided that the staff of the identified categories who retire from service with an accident-free record would be awarded a silver medal in addition to a cash award depending upon the length of service, subject to a maximum of Rs. 1000/-. The scheme was reviewed in 1984 when it was felt that an award at the time of retirement did not provide sufficient incentive and it was decided that instead of one award at the time of retirement, awards would be given at three stages. The Scheme as it exists today envisages grant of award at three stages, as given below:—

Unbroken accident-free service	Award
10 years	Certificate + Rs. 1000/-
20 years	Certificate + Rs. 2000/-
On retirement	Certificate + Rs. 5000/-

1.30 The Ministry added that the awards for accident-free service have been made much more attractive since the scheme first came into existence.

1.31 As regards extending such incentives to more categories of staff, it is relevant to mention that the award is restricted to only those categories of staff such as Drivers, Station Masters, Switchmen, Cabinmen and Pointsmen, a momentary lapse on whose part can cause an accident with resultant dire consequences such as suspension or dismissal from service. The job tensions and pressures of a driver cannot be equated with that of the maintenance staff who work in a much less tense atmosphere with adequate time to attend to their work. Moreover, maintenance jobs are mainly a group effort and, therefore, the chances of error are considerably less than when only a single individual is involved.

1.32 The Committee note that the awards for accident-free services have been made more attractive since the scheme first came into existence. They note that the Scheme was last reviewed in 1984. The Committee fail to understand why the Railways are reluctant to review the scheme afresh even when the Committee have made a specific recommendation to that effect. The Committee feel that the awards now being given as incentive to staff for accident prevention need upward revision of the amount. The Committee while reiterating their recommendation would like the Ministry to review the present scheme immediately and inform them of the changes made.

1.33 While reviewing the scheme the need for recognition of exceptional services rendered by the maintenance staff and complete adherence with norms should also be kept in view.

Level crossings

Recommendation (Sl. No. 11, Para No. 2.41)

1.34 The Committee had recommended 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. It was also observed that the coordination with the State Governments in this respect had to be stepped up. If necessary, Railways might also subsidise the initial cost of manning new level crossings.

1.35 In its Action taken reply, the Ministry stated that the criteria for converting unmanned level crossings into manned ones has been reviewed from time to time. Accident proneness of level crossings not only depends upon the type and level of traffic but also on the visibility to the road users as well as the train drivers. Manning of the level crossings identified as accident prone is undertaken by the Railways on their own without waiting for the proposals from the State Government/local authority.

1.36 The Committee find it difficult to understand why the Ministry has chosen to be silent on some of the recommendations made by the Committee. They would like to be informed in detail what action has been taken by the Railways in regard to (i) country-wide census of unmanned level crossings, (ii) involvement of Panchayats in conversion of unmanned level crossings and (iii) coordination with the State Governments.

1.37 The Committee are of the view that taking into account the frequent reports of accident at unmanned level crossings and consequent loss of life and property, the matter deserve immediate and serious attention.

Compensation for Death/Injuries of Railway Crossings

Recommendation (Sl. No. 13, Para No. 2.43)

1.38 The Committee had recommended that adequate compensation might be paid to those who die or suffer injuries at railway crossings.

1.39 In its Action taken reply the Ministry stated that payment of adequate compensation on account of death or injuries suffered by individuals at railway crossings is decided by the Civil Courts where cases for compensation are to be filed under Law of Torts. The Railways abide by the verdict of the courts generally unless it is found unreasonable. Accidents at level crossings involving road users do not come within the purview of Railways Act 1989. However, on humanitarian grounds, in case of accidents at manned level crossings, where *prima facie* negligence of Railways is attributed, *ex gratia* relief is given by the Railway to the victims of the accident (Rs. 2,000 in case of death, Rs. 750/- in case of grievous injury). In the even of party establishing claim in a court of law for higher compensation and the same being decreed by the court, the above *ex-gratia* amount is adjusted towards the total amount paid in satisfaction of the decree.

1.40 The Committee note that the accidents at level crossing involving road users do not come within the purview of Railways Act, 1989. However where *prima-facie* neglect of railway is attributed, *exgratia* relief is given (Rs. 2000 in case of death, Rs. 750 in case of greivous injury) on humanitarian grounds to the victims of the accident at a manned level crossing. The Committee fail to understand why all the victims of accidents at level crossing, whether manned or unmanned, or other Railway accidents should not be paid the compensation at least on humanitarian grounds. The Committee would like the Government to consider in all seriousness the question of bringing forward necessary legislation for amending the Railways Act so as to bring within its purview the payment of compensation to the victims of accidents on Railway Level Crossings.

1.41 The Committee also recommend that the *ex-gratia* payment at present given to the victims of the accidents be revised upward keeping in view the fall in the value of the rupee.

Automatic Audio Visual Warning System

Recommendation (Sl. No. 14, Para No. 2.44)

1.42 The Committee had desired that Automatic Audio Visual Warning System might be installed at Railway crossings on priority basis.

1.43 In its Action Taken reply the Ministry stated that trials of Trains Actuated Warning Device manufactured by M/s CEL, Sahibabad for one station on Northern Railway was commenced in September, 1987. Based on these trials, certain design modifications were carried out to improve reliability. These trials are in progress and monitored by RDSO. Further extension will be considered after the successful completion of the trials.

1.44 The Committee note that trials of Train Actuated Warning Device is under progress with designed modifications since September, 1987. They feel that trial of the device is going at a very slow pace and recommend completion of the trials at the earliest possible so that the road users become cautious of approaching train in advance and the need for manning of unmanned level crossing is reduced to the minimum. The Committee would like to be apprised of the expected time schedule of completion of trials and the details about the budget allocation and quantitative targets fixed in this regard.

Bridges

Recommendation (Sl. No. 16, Para No. 2.60)

1.45 The Committee had desired the Government to prepare a perspective plan to achieve the task of completing special repairs, strengthening and re-building of distressed bridges in a time-bound manner by creating a dedicated organisational and financial support system for the purpose.

1.46 The Ministry has stated that the accrual and rehabilitation of the distressed bridges is being monitored closely. Adequate funds are being provided every year for the rehabilitation of bridges including distressed bridges.

1.47 The reply of the Ministry is vague and inadequate. The Committee had desired the Ministry to prepare a Perspective Plan to achieve the task of completing special repairs, strengthening and re-building of distressed bridges in a time bound manner. They are, however, dismayed to note that even after a lapse of about 10 months Ministry has merely stated that the accrual and rehabilitation of distressed bridges is being monitored closely and adequate funds are being provided every year. The Ministry has not given any details about the actual Plans formulated during the 8th Five Year Plan. The Committee, therefore, reiterate their recommendation and desire that the Ministry should prepare a Perspective Plan for rehabilitation of distressed bridges in a time bound manner by creating adequate organisational and financial support system. The Committee would like to be apprised of the details of the Plan so formulated.

*Distressed Bridges***Recommendation (Sl. No. 17, Para No. 2.61)**

1.48 The Committee urged 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.

1.49 In its Action Taken Reply the Ministry stated that the repair/rehabilitation of distressed bridges is given due priority. Such works are being included in the Railways' Annual Works Programme or even taken up on out-of-turn basis, if need be. Timely coordination is also ensured with the State Governments wherever necessary.

1.50 The Committee find that the reply given by the Government is vague as it does not specifically mention anything about the feasibility of obtaining bulk site and technical clearance from the States for a period of 5 years. The Committee would like the Government to examine this proposal seriously and submit to the Committee a comprehensive note on its feasibility.

*Modernisation of Signalling System***Recommendation (Sl. No. 21, Para 2.88)**

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

1.52 In its Action Taken reply the Ministry stated that Modernisation of signalling system is at present progressed on the basis of prioritisation and interse relativity and importance.

1.53 The Committee are not happy with the casual and vague reply given by the Government. The reply fail to mention the priority that is being accorded to modernisation of signal system and its status in the 7th and 8th Five Year Plans. The Committee deplore this attitude on the part of Government and desire that modernisation of signal system should be accorded a high priority and a suitable action plan initiated for the purpose and the Committee apprised of the progress.

*Auxiliary Warning System***Recommendation (Sl. No. 22, Para No. 2.90)**

1.54 The Committee desired that introduction of Auxiliary Warning System should be given a major thrust.

1.55 In its Action Taken reply the Ministry stated that safety considerations are always weighed in investment planning and installation of safety systems.

1.56 The Committee are constrained to express its grave concern over the oblique fashion in which the Government have given their action taken reply. They would like to know the progress made in the introduction of

Auxiliary Warning System and also the nature and magnitude of complaints made by various railways in this regard. The Committee also desire that this programme should be taken up with greater rapidity.

Role of Government Railway Police

Recommendation (Sl. No. 24, Para No. 3.14)

1.57 The Committee had recommended that 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.

1.58 In its Action Taken reply the Ministry stated that the Railway Ministry fully endorses this view.

1.59 The Committee would like to be apprised of the steps taken to devise measure in ensuring more effective role of Government Railway Police in the prevention and detection of crimes on running trains.

Theft of Booked Consignments:

Recommendation (Sl. No. 26, Para No. 3.27)

1.60 The Committee while taking a serious note of the imbalance in the recovery of stolen railway property vis-a-vis booked consignments desired an immediate study of the matter. At the same time the Committee recommended 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 co-ordination with local police to improve the percentage of recovery which at present does not exceed 10%.

1.61 In its Action Taken reply the Ministry stated that as regards the recovery of stolen property it may be mentioned that there are certain inherent handicaps in recovery of stolen booked consignments, such as, difficulties in identifying the stolen property, late detection of theft and consequent loss of evidence, difficulty in localizing the place of offence etc. In most of these cases shortages due to thefts are detected only at the destination stations at the time of unloading of consignment and by that time the wagon has travelled over a long distance and over a considerable period of time, crossing different jurisdictions making it difficult to pin point the place of occurrence. The relevant clues are also lost. The railways are trying to control crime by escorting goods trains carrying valuable consignments, as far as possible, posting pickets in vulnerable areas, intensive patrolling in enroute yards, surveillance on criminals etc., though manpower is a big constraint.

1.62 The Committee are not happy at the pessimistic attitude of the Ministry. They feel if the theft of booked consignments continued on this scale and adequate measures are not taken to control them the people may

stop reporting theft and lose faith in the Railways resulting in loss of revenue. The Committee expect the Government to display greater will in combating the menace of insecurity on Railways. Therefore, they, recommend that a study should be conducted and sincere efforts made to tackle the problem of thefts of booked consignments. The Committee also hope that special attention will be paid on the recovery of these consignments which at present is very low.

Luggage Lifting

Recommendation (Sl. No. 29, Para No. 3.36)

1.63 The Committee recommended that 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.

1.64 In its Action Taken reply, the Ministry stated that the cases of luggage lifting are reported to, registered and investigated by the Government Railway Police which functions under the control of the State Government concerned and is a matter pertaining to the Ministry of Home Affairs. However cases where large amounts are involved and where there is a sudden spurt in such thefts come to our notice. Railways in close co-ordination of State Police authorities plan and undertake preventive measures. From the statistics available, it may be seen that the theft of passengers luggage has come down during the last two years. The Railways are fully conscious of the adverse impact on the public and are constantly co-ordinating with Government Railway Police of the States to see that criminals are apprehended and cases registered against them.

1.65 The Committee note that the responsibility of checking of luggage lifting at Railway Stations does not lie directly with the Railways. They however, expect the Railways to, at least, keep an eye on the relevant crime graph which will not only help them in discussing the problem meaningfully in the meetings with the State Police Officers but will also help the Railways in conducting joint raids by GRP and RPF to be taken at important Railway Stations and vulnerable sections where the incidence of luggage lifting is high.

Cloak Room Facility

Recommendation (Sl. No. 30, Para No. 3.37)

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

1.67 The Ministry in its action taken replies has stated that the cloak room facility has been provided at important stations to enable the passengers to keep their luggage under proper custody of the Railways.

The adequacy of this facility is reviewed from time to time and augmentation of the existing facility or its extension to more stations is taken up depending upon the demand and availability of resources. Since the luggage is kept in adequately secured accommodation in the charge of Railway staff who keep a watchful eye on the items, provision of modern devices for keeping a close eye on the luggage lifters is not considered necessary.

1.68 The Committee would like the Ministry of Railways to first review the adequacy of existing Clock Room facility taking into account the demand and availability of resources. While reviewing the position the Ministry should see that at large stations this facility is available at more than one place. The Committee would like to be apprised of the concrete steps to be taken in this direction during the coming years.

Passengers in Reserved Compartments

Recommendation (Sl. No. 32, Para No. 3.50)

1.69 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.

1.70 The Ministry in Action Taken reply stated that one of the solutions to prevent such travel is to provide additional and more suitable short distance inter-city services. Within the available resources, Railways endeavour to provide such short distance inter-city services to carry these commuters quickly and comfortably. In the last two years, a number of such services have been introduced. In the time table to come into force from July, 1992, Railways are planning to run inter-city services on the following sectors:—

- (i) Madras-Bangalore
- (ii) Secunderabad-Vijayawada
- (iii) Vijayawada-Madras
- (iv) Vadodara-Valsad
- (v) Varanasi-Gorakhpur
- (vi) Nizamuddin-Kota/Indore
- (vii) Sikar-Loharu/Delhi
- (viii) Guwahati-New Bongaigaon
- (ix) Virar- Dhanu Road

1.71 However, despite these measures, Railways find short-distance commuters and daily passengers forcibly occupying reserved coaches particularly in areas approaching metropolitan cities and major industrial centres, as the commuters find travel in such coaches more comfortable

and faster. In fact, considerable pressure is being brought on for stoppage of long-distance services around these areas mainly for such travel. It is very difficult to control these passengers and prevent their travel in reserved coaches as they very often turn violent. However, within these limitations, Railways are making efforts to educate the public suitably, re-schedule the long distance services to the extent possible, provide additional inter-city/commuter services and also to augment the load of such long-distance services by more un-reserved second class coaches wherever it is possible to do so.

1.72 the Committee find that it is very difficult for the Railways to control the inter-city passengers travelling in reserved coaches as they very often turn violent. They recommend that to tackle the situation surprise checks should be conducted more frequently and the help of Government Railway Police be taken invariably in areas approaching Metropolitan Cities and industrial areas. The passengers found travelling in this manner should be fined reasonably high. Where it is established that the passenger was travelling with the connivance of TTEs, suitable action should be initiated against the erring staff. In case the passenger happens to be a Railway employee in addition to the fine a departmental action should also be taken. The Committee hope that the Railways will be strict and vigilant in tackling this problem.

1.73 The Committee would like to be apprised of the results achieved within a period of six months.

Implementation of Recommendations

1.74 The Committee would like to emphasise that they attach the greatest importance to the implementation of recommendations accepted by Government. They would, therefore, urge that Government should keep a close watch so as to ensure expeditious implementations of the recommendations accepted by them. In cases where it is not possible to implement the recommendations, in letter or in spirit, for any reasons, the matter should be reported to the Committee, in time, with reasons for non-implementation. The Committee also desire that every care should be taken in replying to their observations/recommendations and evasive/irrelevant replies not sent.

CHAPTER II

RECOMMENDATIONS/OBSERVATIONS WHICH HAVE BEEN ACCEPTED BY GOVERNMENT

Recommendation (Sl. No. 1, Para No. 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.

Reply of Government

The Railways have recognised that the credibility of the organisation in the eyes of the public depends very greatly on the safety record. The message has been conveyed to Railwaymen down the line that safety should be given highest priority and no compromise made in this critical area. As mentioned by the Committee, acceptable standards of safety can be achieved primarily by improving maintenance of assets, proper training of staff and quality consciousness in respect of materials used, apart from induction of modern safety-related technology. Towards achieving this objective the Railways have been taken steps to improve asset reliability through measures such as ultrasonic testing of track and rolling stock, track renewals, monitoring of track parameters with sophisticated track recording cars, specially monitoring the out-turn of rolling stock from the workshops. The training methods have also been updated with more extensive use of visual aids and emphasis on field training. For the training of drivers who constitute the most sensitive safety category, loco simulators are being inducted.

The use of modern technical aids is one of the planks for improving safety on the Railways. The Auxiliary Warning System has been introduced on the suburban section of Western Railway and is in the process of being installed on the suburban section of Central Railway. Depending on the availability of funds, this system is proposed to be extended to the main trunk routes on Indian Railways. Apart from the AWS, other technical aids such as panel interlocking route relay interlocking and axle counters are also being extended to enhance safety. Despite all technological inputs, it has however to be emphasised that the best Safety device continues to be a vigilant employee.

Recommendation (Sl. No. 2, Para No. 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.

Reply of Government

A separate Safety Organisation on the Railways was first set up in accordance with the recommendations of Kunzru Committee in 1962. Thereafter the working of the Safety organisation was reviewed by the Railway Accidents Enquiry Committee, 1968 (Wanchóo Committee) which also made certain recommendations regarding strengthening of the safety set-up on Railways. In 1978, the Sikri Committee, which went into the various facets of safety Indian Railways, also made certain recommendations relating to the Safety Organisation.

In 1985, the Railway Board conducted an in-house review of the working of the Safety Organisation when a decision was taken to redesignate the Chief Traffic Safety Superintendent as Chief Safety Superintendent with a further directive that the CSS would function directly under the General Manager. It was also decided that at the Divisional level, Divisional Safety Officer would function directly under the Divisional Railway Manager.

The performance and structure of the Railway Safety Organisation is being periodically reviewed. As recommended by the Estimates Committee, the role and effectiveness of the Safety Organisation will continue to be examined at regular periodical intervals.

Recommendation (Sl. No. 4, Para No. 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.

Reply of Government

Having a single agency for the security on the railways is desirable. However, this requires amendment of the Constitution.

Recommendation (Sl. No. 5, Para No. 1.46)

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

Reply of Government

The duties of the Railway Protection Sepcial Force personnel, including the officers, are of arduous nature requiring frequent movement from one place to another, therefore they seek transfer from RPSF to make their

lives stable. There were 1002 vacancies of constables on 1.1.1990 in the RPSF. The recruitment committees could recruit only 413 candidates due to poor response from the different states. They are to be sent for training shortly and efforts to carry out recruitment for balance posts will continue.

The promotions of constables to the rank of Naiks has not been implemented due to four writ petitions. The Administration has taken clearance in two cases. Special efforts are afoot to get clearance in other two cases very shortly and it is expected that this issue will be resolved very soon.

Recommendation (Sl. No. 10, Para No. 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.

Reply of Government

The Railway management has recognised the importance of providing incentives as well as imposing deterrent punishment on staff guilty of negligence or those indulging in unsafe practices. There is also great emphasis on quick and speedy disciplinary action against erring staff. In point of fact, stiff targets have been prescribed for completing accident inquiries and instituting disciplinary action against staff held responsible for accidents. The target prescribed imposition of punishment against erring staff within 90 days of the date of the accident. It would be impractical to fix a stiffer target. It is relevant to mention that the progress of D&A.R cases is being monitored at the highest level. As regards deterrent punishment, the officials down the line have been instructed to ensure that the quantum of punishment imposed on staff guilty of unsafe practices should be commensurate with the nature of the offence. As recommended by the Committee, the Ministry of Railways had proposed to codify the extent of punishment for different types of lapses but legal opinion opposed such a move on the grounds that it was tantamount to influencing the mind of the disciplinary authority and, therefore, against the precepts of natural justice.

Recommendation (Sl. No. 18, Para No. 2.73)

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

Reply of Government

A Committee of the officers from various disciplines will be set up for conducting the study.

Recommendation (Sl. No. 24, Para No. 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.

Reply of Government

The Railway Ministry fully endorses this view.

Recommendation (Sl. No. 24, Para No. 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.

Reply of Government

Zonal Railways have been advised to ensure that regular co-ordination meetings with State Police Authorities are held at various levels.

Recommendation (Sl. No. 30, Para No. 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.

Reply of Government

Cloak Room facility has been provided at important stations to enable the passengers to keep their luggage under proper custody of the Railways. The adequacy of this facility is reviewed from time to time and augmentation of the existing facility or its extension to more station is taken up depending upon the demand and availability of resources. Since the luggage is kept in adequately secured accommodation in the charge of Railways staff who keep a watchful eye on the items, provision of modern devices for keeping a close eye on the luggage lifters is not considered necessary.

Recommendation (Sl. No. 31, Para No. 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.

Reply of Government

The various steps taken by the Railways to curb the entry of unauthorised passengers in long distance trains include:—

- (a) Imposition of distance restriction on certain selected long distance trains;

- (b) Prohibition of travel by season ticket holders by certain super-fast services;
- (c) Conducting surprise checks more frequently;
- (d) Enhancement of punishment for such unauthorised travel in the new Railway Act; and
- (e) Charging super-fast charges from the commuters for travel by super-fast services where such travel is permitted.

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

Recommendation (Sl. No. 6, Para No. 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 railway official and any legal practitioner.

Reply of Government

As per the existing procedure, the advocates are empanelled initially for a period of 3 years and may be terminated by either party on a calendar month's notice without assigning any reason therefor. The panels are reviewed periodically and fresh panels are prepared. Performance of the empanelled advocates is also watched from time to time. Complaints of nexus established between the Railway officials and the legal practitioners are looked into promptly and suitable action taken.

Recommendation (Sl. No. 7, Para No. 2.37)

Human failure factor being a predominant cause of Railway accidents, the Committee recommed 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.

Reply of Government

It has been established in most of the accident inquiries that human failure factor is a predominant cause of railway accidents. Therefore, training in professional subjects including safety, mostly concerning train running activities, is given paramount importance in the human resource development programme of the Indian Railways, both for the staff and officers. In addition, human resource development also encompass subjects like management, productivity, cost reduction and customer care at all levels to provide an efficient transportation system for the economic development of the country. Keeping all these objectives in view, the human resource development programme of officers and staff are constantly reviewed and up-dated. Annually, about 6000 officers and about 1,11,000 staff are given training on subjects concerning safety in 165 training establishments of the India Railways.

Recommendation (Sl. No. 12, Para No. 2.42)

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

Reply of Government

Railways Administrations have been releasing publicity campaigns on themes such as "Avoidance of Accidents at Level Crossings", "Fire Hazards in Compartments", "Chain Pulling" and "Rail Roko Agitations", etc. through advertisements in the newspapers and through Doordarshan from time to time. At the Board's level also, a few TV spots were prepared on the themes referred to above and these spots have been telecast over National Doordarshan Net Work. The Railways will continue to conduct publicity campaigns through different media in future also depending on requirement and budget. The recommendation of the Committee is noted for future guidance.

Recommendation (Sl. No. 15, Para No. 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.

Reply of Government

The minimum educational qualification for direct recruitment of Diesel Assistant/Electric Assistant Drivers has been fixed from January, 1990 as Matriculation or equivalent plus I.T.I. qualification in one of the specified trades.

Recommendation (Sl. No. 19, Para No. 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.

Reply of Government

2.74 The criteria for determining eligibility of tracks for renewals are well defined and laid down in The Indian Railways Permanent way manual, and are applied to all Renewal Proposals.

The aspects controlling the renewals are:

- (i) Fracture proneness.
- (ii) Wear in horizontal and vertical direction on rail head.
- (iii) Corrosion, pitting and scabbing of rails.
- (iv) Gross tonnage carried, to the prescribed limits.
- (v) Condition of Sleepers to hold the gauge etc.

Through Renewals are carried out for Rails or Sleepers, or both depending upon their satisfying one or more of the criteria laid down.

Where a few rails or sleepers are bad, only these once are replaced through casual renewals.

The prescribed criteria is time tested and has satisfied the requirements of safety alongwith economy.

Recommendation (Sl. No. 19A, Para No. 2.75)

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

Reply of Government

Mechanisation of track maintenance is being progressively increased; its coverage increased from 12,500 kms. to 16,500 kms. in the VII Plan. The pace of further mechanisation is linked with the Railways capability to augment the fleet of machines within constraints of funds.

Recommendation (Sl. No. 20, Para No. 2.75A)

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

Reply of Government

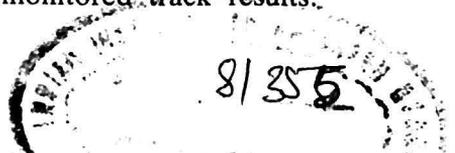
Railways have been giving particular attention on modernising the track inspection system. Traditionally the track geometry and riding quality was monitored by manual means like trolley inspection, inspection by Engine foot plate and last vehicle inspection. These methods were essentially subjective. In addition, the ride index used to be measured through Hallade Track Recorder, the results from which were not so precise. Towards the end of getting objective assessment of track geometry parameters mechanically equipped Track Recording Cars were introduced. Though they were an improvement on the earlier system, they too lacked the desired precision.

With growing speeds, it was imperative to improve the recording system. This was done through introduction of microprocessors on the Recording Cars. Arrangements have been made to fully computerise the recording, for quality and speed. Further improvements are planned in the Recording Cars, with the object of:—

- (i) improving the coverage by recording to 100%, with present limitations in equipment all sections cannot be fully recorded.
- (ii) improving speed of recording, to make more economic use of men & machines as also the track line capacity.

Apart from the qualitative aspects of inspection, through the Recording Cars centrally managed for track monitoring, the Railways are in the process of introducing Oscillation Monitoring Devices which are being operated at the Divisional level for monitoring the riding quality of Track.

Further the Railways are developing a new "integrated & computerised" Track Management System(TMS) which will help in planning the maintenance effort strictly in relation to the monitored track results.



A system of Ultra Sonic Flaw Detection of Rails is in extensive operation on the Railways. The equipment is being further modernised to improve output and efficiency.

Recommendation (Sl. No. 20A, Para No. 2.76)

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

Reply of Government

Since maintenance of law and order is a State subject, policing on the railways system is the responsibility of the respective State Governments. In order to make rail travel safe, the State Police Authorities have been conducting checking of passengers luggage and trains in affected areas. Track patrolling is also being done by the State Police in such areas. In areas where situation is very bad, Railways assist in track patrolling by depling gangmen. As far as railways are concerned, thorough inspection of coaches is undertaken in washing lines/yards before their placement on platforms. Pilot engines are run before passenger trains wherever required. The travelling public is also warned through public address system, CCTV and posters, not to touch or handle any unclaimed/suspicious objects and to report the matter to railways/police authorities.

Recommendation (Sl. No. 21 A, Para No. 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.

Reply of Government

For the Eighth Plan, a projection of Rs. 2595 crores have been made for undertaking replacement overdue signalling installation (1179 stations more than 30 years old for Rs. 1445 crores), safety works (Rs. 631 crores) and Telecommunication works (Rs. 1024 crores). Final allocation would depend on the size of the Plan.

Recommendation (Sl. No. 23, Para No. 2.101)

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

Reply of Government

The authority to condemn overaged wagons is delegated to officers in the Jr. Administrative Grade in the division and workshops incharges (Sr. Admn. Grade or Jr. Admn. Grade as the case may be), in the workshops. However, overaged coaches are permitted to be condemned by workshop incharges only.

Only those overaged wagons/coaches are retrained in service which meet all safety requirements and there is no compromise with safety. During POH while these wagons/coaches pass through shops, this is ensured. In addition during day-to-day running the wagons/coaches are examined regularly and only those which meet the safety requirements are allowed to run. The defects if any are promptly attended to or the coaches and wagons are withdrawn from service. Thus whilst the wagons/coaches pass through the shops they get checked at a sufficiently high level and the safety aspect is constantly monitored.

Recommendation (Sl. No. 23A, Para No. 2.102)

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

Reply of Government

The requirement of coaches has been projected as 21,950 during the period 1992—97. 12,100 coaches have been provisionally planned to be acquired during this period.

The coaching production capacity has already been augmented with setting up of Rail Coach Factory in Kapurthala with an ultimate capacity of 1,000 coaches. Further, the work of augmenting Integral Coach Factory at Madras, production capacity to 1150 coaches was also approved in the Budget Estimate of 1991-92.

Wagon manufacturing capacity exists for 36,000 four wheeler units per year; and the coach manufacturing capacity can be augmented by BEML. However, there is a resource constraint for the acquisition of rolling stock for the Railways.

Recommendation (Sl. No. 27, Para No. 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.

Reply of Government

As and when a case involving complicity of railway employees comes to light deterrent action is taken against them both with a view to punish them as an example to others. Moreover, Railway employees, who are found in an unlawful possession of Railway property, are arrested under RP (UP) Act and prosecuted in courts of law. The employees are also taken up departmentally in case their conduct is found suspicious.

Recommendation (Sl. No. 28, Para No. 3.29)

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

Reply of Government

It is the constant endeavour of the Zonal Railways to ensure expeditious settlement of claims. The time taken in settlement of claims averaged 34.8 days per case during 1990-91 and this tempo is being maintained. However, in certain types of cases, particularly those involving heavy amounts, settlement is prolonged for unavoidable reasons. For instance, claims arising from traffic moved over a number of Railways in succession and involving transshipment enroute take longer time to complete enquiries. Settlement in some cases is also held up on account of non-submission of documents such as original Railway Receipt, Beejuck, letter of Authority etc. by the claimants which are essential for the verification of the claims.

Since despite all possible endeavours in practice it has not been possible to reduce the average period of disposal of claims cases to less than 6 weeks, it would not be desirable to reduce the target time of 42 days.

Recommendation (Sl. No. 33, Para No. 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.

Reply of Government

The possibility of modifying the coach design to check the incidence of short distance passengers blocking the entrance has been examined in consultation with RDSO. No practical design could be evolved to solve this problem.

CHAPTER IV

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

Recommendation (Sl. No. 3, Para No. 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.

Reply of Government

Under the existing system, all major railway accidents are inquired into by the Commission of Railway Safety which is independent of the Railways and functions under the Ministry of Civil Aviation. This has been done precisely for ensuring objectivity in establishing the causes of accidents. With regard to other train accidents of a less serious nature, inquiries are conducted by a Committee of 3 or 4 officers belonging to different departments. By associating officers of different technical departments in accident inquiries, there is very little possibility of concealing the real cause of accidents. It is felt that the existing structure of accident inquiry Committee meets the purpose of ensuring credibility and impartiality in conduct of accident inquiries.

It is also relevant to mention that considering the number of accident inquiries to be conducted every year in diverse locations spread out in various parts of the country, association of an outside agency in the conduct of accident inquiries would lead to abnormal delays. Moreover, Railway working being highly technical in nature, the contribution of an *ex-cadre* officer who is not familiar with Railway working will, at best, be marginal.

Recommendation (Sl. No. 8, Para No. 2.38)

The programme 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 Years Plan. In fact, there ought to be a well integrated Railway Safety Plan dovetailed into the overall railway plan.

Reply of Government

It may be mentioned that safety requirements are given the highest priority in formulation of plans within the resources available.

In the Seventh Plan, among other things 19,623 kms. of track were renewed, 62,209 wagons and 7,151 coaches were replaced and 2766 steam

locomotives were phased out. Six workshops were modernised and eleven more workshops are being planned to be taken up for modernisation during the Eighth Plan.

Signalling systems were modernised by introduction of panel interlocking, route relay interlocking, multiple aspect colour light signalling, track circuiting, auxiliary warning systems. In the Seventh Plan, route relay interlocking was provided at twelve stations, panel interlocking at 36 stations, auxiliary warning system at 60 stations, track circuiting over 500 km. and electro mechanical interlocking over 200 stations.

Track standards have been made more stringent with a view to meet the ever growing needs of traffic.

Recommendation (Sl. No. 9, Para No. 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.

Reply of Government

It is assumed that the Committee has recommended granting of more generous awards as incentive to staff for accident prevention. The scheme for rewarding staff of certain safety categories for accident-free service was first introduced in 1973. At that time, it was decided that the staff of the identified categories who retire from service with an accident-free record would be awarded a silver medal in addition to a cash award depending upon the length of service, subject to a maximum of Rs. 1000/-. The scheme was reviewed in 1984 when it was felt that an award at the time of retirement did not provide sufficient incentive and it was decided that instead of one award at the time of retirement, awards would be given at three stages. The Scheme as it exists today envisages grant of award at three stages, as given below:—

Unbroken accident free service	Award
10 Years	Certificate+Rs. 1000/-
20 Years	Certificate+Rs. 2000/-
On retirement	Certificate+Rs. 5000/-

It would, thus, be seen that the awards for accident-free service have been made much more attractive since the scheme first came into existence.

As regards extending such incentives to more categories of staff, it is relevant to mention that the award is restricted to only those categories of staff such as Drivers, Station Masters, Switchmen, Cabinmen and Pointsmen, a momentary lapse on whose part can cause an accident with

resultant dire consequences such as suspension or dismissal from service. The job tensions and pressures of a driver cannot be equated with that of the maintenance staff who work in a much less tense atmosphere with adequate time to attend to their work. Moreover, maintenance jobs are mainly a group effort and therefore, the chances of error are considerably less than when only a single individual is involved.

Recommendation (Sl. No. 11, Para No. 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.

Reply of Government

The criteria for converting unmanned level crossings into manned ones has been reviewed from time to time. Accident proneness of level crossings not only depends upon the type and level of traffic but also on the visibility to the road users as well as the train drivers. Manning of the level crossings identified as accident prone is undertaken by the Railways on their own without waiting for the proposals from the State Government/local authority.

Recommendation (Sl. No. 13, Para No. 2.43)

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

Reply of Government

It may be clarified that payment of adequate compensation on account of death or injuries suffered by individuals at railway crossings is decided by the Civil Courts where cases for compensation are to be filed under Law of Courts. The Railways abide by the verdict of the courts generally unless it is Found unreasonable. Accidents at level crossings involving road users do not come within the purview of RAILWAYS ACT 1989. However, on humanitarian grounds, in case of accidents at manned level crossings, where prima facie negligence of Railways is attributed, ex gratia relief is given by the Railway to the victims of the accident (Rs. 2,000 in case of death, Rs. 750/- in case of grievous injury). In the event of party establishing claim in a court of law for higher compensation and the same being decreed by the court, the above ex gratia amount is adjusted towards the total amount paid in satisfaction of the decree.

Recommendation (Sl. No. 14, Para No. 2.44)

Automatic Audio Visual Warning System may be installed at Railway crossings on priority basis.

Reply of Government

Trials of Trains Actuated Warning Device manufactured By M/s. CEL, Sahibabad for one station on Northern Railway was commenced in September, 1987. Based on these trials, certain design modifications were carried out to improve reliability. These trials are in progress and monitored by RDSO. Further extension will be considered after the successful completion of the trials.

Recommendation (Sl. No. 16, Para No. 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.

Reply of Government

The accrual and rehabilitation of the distressed bridges is being monitored closely. Adequate funds are being provided every year for the rehabilitation of bridges including distressed bridges.

Recommendation (Sl. No. 17, Para No 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.

Reply of Government

The repair/rehabilitation of distressed bridges is given due priority. Such works are being included in the Railways' Annual Works Programme or even taken up on out-of-turn basis, if need be. Timely coordination is also ensured with the State Governments wherever necessary.

Recommendation (Sl. No. 21, Para No. 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.

Reply of Government

Modernisation of signalling system is at present progressed on the basis of prioritisation and interse relativity and importance.

Recommendation (Sl. No. 22, Para No. 2.90)

The Committee would like to see introduction of Auxiliary Warning System to be given a major thrust.

Reply of Government

Safety considerations are always weighed in investment planning and installation of safety systems.

Recommendation (Sl. No. 26, Para No. 3.27)

Taking a serious note of the imbalance in the recovery of stolen railway property *vis-a-vis* 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 co-ordination with local police to improve the percentage of recovery which at present does not exceed 10%.

Reply of Government

As regards the recovery of stolen property it may be mentioned that there are certain inherent handicaps in recovery of stolen booked consignments, such as, difficulties in identifying the stolen property, late detection of theft and consequent loss of evidence, difficulty in localizing the place of offence etc. In most of these cases shortages due to thefts are detected only at the destination stations at the time of unloading of consignment and by that time the wagon has travelled over a long distance and over a considerable period of time, crossing different jurisdictions making it difficult to pin point the place of occurrence. The relevant clues are also lost. The railways are trying to control crime by escorting goods trains carrying valuable consignments, as far as possible, posting pickets in vulnerable areas, intensive patrolling in enoute yards, surveillance on criminals etc., though manpower is a big constraint.

Recommendation (Sl. No. 29, Para No. 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.

Reply of Government

The cases of luggage lifting are reported to, registered and investigated by the Government Railway Police which functions under the control of the State Government concerned and is a matter pertaining to the Ministry of Home Affairs. However cases where large amounts are involved and where there is a sudden spurt in such thefts come to our notice. Railways in close co-ordination of State Police authorities plan and undertake preventive measures. From the statistics available, (Annexure I&II) it may be seen that the theft of passengers luggage has come down during the last two years. The Railways are fully conscious of the adverse impact

on the public and are constantly co-ordinating with Government Railway Police of the States to see that criminals are apprehended and cases registered against them.

Recommendation (Sl. No. 32, Para No. 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.

Reply of Government

One of the solutions to prevent such travel is to provide additional and more suitable short distance inter-city services. Within the available resources, Railways endeavour to provide such short distance inter-city services to carry these commuters quickly and comfortably. In the last two years, a number of such services have been introduced (a list is enclosed). In the time table to come into force from July, 1992, Railways are planning to run inter-city services on the following sectors:—

- (i) Madras-Bangalore.
- (ii) Secunderabad-Vijayawada.
- (iii) Vijayawada-Madras.
- (iv) Vadodara-Valsad.
- (v) Varanasi-Gorakhpur.
- (vi) Nizamuddin-Kota/Indore.
- (vii) Sikar-Laharu-Delhi.
- (viii) Guwahati-New Bongaigaon.
- (ix) Virar-Dhanu Road.

However, despite these measures, Railways find short-distance commuters and daily passengers forcibly occupying reserved coaches particularly in areas approaching metropolitan cities and major industrial centres, as the commuters find travel in such coaches more comfortable and faster. In fact, considerable pressure is being brought on for stoppage of long-distance services around these areas mainly for such travel. It is very difficult to control these passengers and prevent their travel in reserved coaches as they very often turn violent. However, within these limitations, Railways are making efforts to educate the public suitably, re-schedule the long distance services to the extent possible, provide additional inter-city/commuter services and also to augment the load of such long-distance services by more unreserved second class coaches wherever it is possible to do so.

**LIST OF SHORT DISTANCE INTER-CITY SERVICES
INTRODUCED DURING 1990-91 AND 1991-92**

1. 5303/5304 Gonda-Gorakhpur Express (MG).
2. 5719/5720 Katihar-Siliguri Inter-city Express (MG).
3. 3303/3304 Dhanbad-Chopan Express (Weekly).
4. 360/361 Bilaspur-Gevra Road Passenger.
5. 2403/2404 Kanpur-Varanasi Shramik Express.
6. 5003/5004 Gorakhpur-Allahabad Chauri-Chaura Express.
7. 229/230 Gandhidham-New Bhuj-Naliya Passenger.
8. 5433/5434 Allahabad City-Chhapra Express (MG).
9. 2933/2934 Bombay-Ahmedabad Karnavati Express (6 days a week).
10. 4609/4610 Ferozepur Cantt.—Jammu Tawi Beas Link Express.
11. 321/322 Sirpur Kagaznagar-Kazipet Passenger.
12. 205/206 Porbandar-Wansjaliya Passenger.
13. 515/516 Bhatni-Varanasi Passenger.
14. 4589/4590 Delhi-Bhatinda Express.
15. 2125/2126 Bombay-Pune Pragati Express.
16. 6583A/6584A Birur-Harihar Express (MG).

CHAPTER V

RECOMMENDATIONS/OBSERVATIONS IN RESPECT OF WHICH
REPLIES OF GOVERNMENT ARE AWAITED

NIL

NEW DELHI;
January 30, 1993

Magha 10, 1914 (S)

MANORANJAN BHAKTA
Chairman,
Estimates Committee.

*Statement Showing the cases of Heinous Crimes State-wise over Indian Railways Reported in
Trains for the Financial Years 1985-86, 1986-87, 1987-88, 1988-89, 1989-90 and 1990-91.*

States	1985-86				1986-87				1987-88				1988-89				1989-90				1990-91			
	M	D	R	TP	M	D	R	TP	M	D	R	TP	M	D	R	TP	M	D	R	TP	M	D	R	TP
A.P.	1	0	2	341	2	2	8	399	1	5	9	461	2	5	11	286	2	6	13	514	1	1	8	433
Assam	0	4	10	94	2	3	11	118	3	6	9	115	2	4	6	72	1	1	10	87	0	4	9	67
Bihar	3	44	35	561	6	56	45	767	13	47	29	639	6	49	24	483	9	56	53	381	4	48	35	330
Delhi	0	0	0	10	0	0	0	15	1	1	0	61	1	0	1	9	4	0	1	24	1	2	0	72
Goa	0	0	0	1	0	0	0	2	0	0	0	0	0	0	5	0	0	1	0	0	0	0	0	0
Gujarat	0	5	9	456	1	1	14	570	3	1	11	549	1	4	7	606	6	11	11	707	5	5	12	575
Haryana	1	0	3	69	1	1	0	80	0	0	0	82	0	1	2	23	0	0	1	28	0	0	2	26
J & K	0	0	0	10	0	0	0	2	0	0	0	9	0	0	0	1	0	0	0	8	1	0	0	3
Karnataka	1	0	7	100	0	0	1	78	0	1	1	122	0	0	2	132	0	0	0	126	0	5	0	88
Kerala	0	0	2	77	0	0	2	134	0	0	1	72	0	0	1	103	0	0	0	68	0	0	0	61
M.P.	2	5	29	719	2	4	15	710	4	1	17	754	2	0	9	526	3	1	9	490	2	1	9	529
Maharashtra	5	3	33	1376	11	10	39	1353	7	7	51	1741	2	9	57	2125	1	9	47	1624	2	7	35	1336
Orissa	1	3	7	238	1	7	9	320	2	3	5	311	0	2	7	191	1	3	7	173	2	2	2	165
Punjab	2	2	0	15	1	0	1	19	2	0	1	37	4	0	1	18	3	0	0	13	4	0	0	7
Rajasthan	0	1	4	460	2	0	1	490	1	0	8	461	0	0	10	473	1	0	2	436	1	3	7	394
T.N.	0	0	1	205	6	0	3	215	2	0	1	210	1	0	1	226	0	0	1	241	0	0	5	240
U.P.	9	18	55	1745	2	16	65	1855	11	18	45	1557	18	11	32	1177	13	15	32	1566	18	27	66	1432
W.B.	1	28	37	433	0	35	36	491	10	27	30	408	1	13	40	470	1	23	35	485	3	21	28	510
H.P.	0	0	0	1	0	0	0	1	0	0	0	0	0	0	0	1	0	0	0	0	0	0	0	2
Nagaland	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0
Total	26	113	234	6911	37	135	250	7619	60	117	218	7589	40	98	211	7227	45	125	223	6971	44	126	218	6270

ANNEXURE II

Statement Showing the cases of Heinous Crimes Railway-wise over Indian Railways Reported in Trains for the Financial Years 1985-86, 1986-87, 1987-88, 1988-89, 1989-90 and 1990-91.

Railway-wise	1985-86				1986-87				1987-88				1988-89				1989-90				1990-91			
	M	D	R	TP	M	D	R	TP	M	D	R	TP	M	D	R	TP	M	D	R	TP	M	D	R	TP
C.R.	7	6	47	1135	12	12	35	1132	6	10	43	1377	3	9	42	1188	1	5	32	1054	5	14	28	922
E.R.	3	51	44	728	7	65	42	1033	14	51	37	866	4	49	39	714	6	54	57	672	4	45	37	689
N.R.	10	12	28	1673	7	13	41	1722	8	6	31	1510	17	6	24	1156	14	12	31	1502	22	19	45	1395
N.E.	2	20	43	182	4	11	43	271	9	19	26	219	5	16	22	110	10	13	21	57	4	15	30	42
N.F.	1	6	15	154	2	15	24	181	7	12	13	161	3	5	18	125	1	4	15	141	0	11	11	131
S.R.	0	0	4	316	1	0	5	392	2	0	2	330	1	0	2	379	0	0	4	340	0	0	5	324
S.C.	1	0	4	451	2	3	10	486	1	7	10	560	2	5	16	671	2	8	14	654	1	3	11	544
S.E.	2	10	23	591	1	13	20	656	7	11	20	670	2	4	15	593	2	15	20	559	2	11	16	569
W.R.	0	8	26	1681	1	3	30	1746	6	1	36	1896	3	4	33	2291	9	14	29	1992	6	8	35	1654
Total	26	113	234	6911	37	135	250	7619	60	117	218	7589	40	98	211	7227	45	125	223	6971	44	126	218	6270

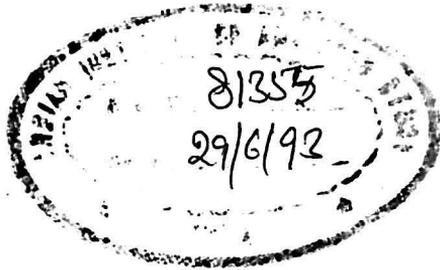
M-Murder, D-Dacoity, R-Robbery, TP-Theft of Passengers belongings.

APPENDIX

(Vide Introduction)

Analysis of Action taken by Government on the 2nd Report of Estimates Committee (10th Lok Sabha)

I. Total number of recommendations	37
II. Recommendations/Observations which have been accepted by Government (Nos. 1, 2, 4, 5, 10, 18, 24, 25, 30 and 31)	10
Percentage to total	27%
III. Recommendations/Observations which the Committee do not desire to pursue in view of Government's reply (Nos. 6, 7, 12, 15, 19, 19A, 20, 20A, 21A, 23, 23A, 27, 28 and 33)	14
Percentage to total	37.8%
IV. Recommendations/Observations in respect of which Government's replies have not been accepted by the Committee (Nos. 3, 8, 9, 11, 13, 14, 16, 17, 21, 22, 26, 29 and 32)	13
Percentage to total	35.2%
V. Recommendations/Observations in respect of which final replies of Government are awaited (No. NIL)	—



I. I. A. S. LIBRARY

Acc. No.

This book was issued from the library on the date last stamped. It is due back within one month of its date of issue, if not recalled earlier.

--	--	--	--

LIST OF AUTHORISED AGENTS FOR SALE OF LOK SABHA SECRETARIAT PUBLICATIONS

Sl. No.	Name of Agents	Sl. No.	Name of Agents
ANDHARA PRADESH		UTTAR PRADESH	
1.	M/s. Vijay Book Agency, 11-4-477, Mylaradda, Secunderabad-500361.	12.	Law Publishers, Sardar Patel Marg P.B. No. 77, Allahabad, U.P.
BIHAR		WEST BENGAL	
2.	M/s. Crown Book Depot, Upper Bazar, Ranchi (Bihar).	13.	M/s. Manimala Buys & Sells, 123, Bow Bazar Street, Calcutta-1
GUJARAT		DELHI	
3.	The New Order Book Company, Ellis Bridge, Ahmendabad-380006. (T. No. 79065).	14.	M/s. Jam 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 Palace, Indore City. (T. No. 35289).	16.	M/s. Oxford Book & Stationery Co., Scindia House, Connaught Place, New Delhi-110001. (T. No. 3315308 & 35896,
MAHARASHTRA		17.	M/s. Bookwell, 2-72, Sant Nirankari Colony, Kragsway Camp, Delhi-110009 (T. No. 7112009)
5.	M/s. Sunderdas Gian Chand, 601, Girgaum Road, Near Princes Street, Bombay-400002.	18.	M/s. Rajendra Book Agency IV-DR-1, Lajpat Nagar, Old, Double Storey, New Delhi-110024 (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-110033.
7.	The Current Book House, Maruti Lane, Raghunath Dadaji Street, Bombay-400001.	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-400002.	21.	M/s. Central News Agency Pvt. Ltd., 23/90, Connaught Circus, New Delhi-110001 (T. No. 344448, 322705, 344478 & 344508)
9.	M & J Services, Publisher, Representative Accounts & Law Book Sellers, Mohan Kunj, Ground Floor 68, Jyotiba Fuele Road, Nalgaun-Dadar, Bombay-400014.	22.	M/s. Amrita Book Co., N-21, Connaught Circus, New Delhi.
10.	Subscribers Subscription Services India, 21, Raghunath Dadaji Street, 2nd floor, Bombay-400001.	23.	M/s. Book India Corporation Publishers, Importers & Exporters, L-27, Shastri Nagar, Delhi-110052. (T. No. 269631 & 714465)
TAMIL NADU		24.	M/s. Sangam Book Depot, 4378/4B, Murari Lal Street, Ansari Road, Darya Gani, New Delhi-110002.
11.	M/s. M.M. Subscription Agencies, 14th Murali Street (1st floor) Mahalingapuram, Nungambakkam, Madaras-600034. (T. No. 476558).		