

Chapter 1 → Introduction

1.1 Terrorist attacks on the Indian Railway system have increased in frequency and intensity in the last five years. Despite a decline in the number of accidents on the IR between 2005 and 2010, the number of accidents attributed to sabotage has increased. These accidents resulted in death of 67 passengers and injuries to another 253 in 2010 itself.

Systems of surface transportation like buses and trains are systems of mass public transportation and hence need to remain easily accessible, convenient, and inexpensive for the traveling public. Railways have several unique features making them inherently vulnerable to attack. Railway facilities rely on open architecture and easy movement of passengers in the railway stations and to and from trains. Due to large number of passengers, the number of entry and exit points in a railway station is also large. In addition, the railway networks traverse through high density urban areas that offer easy accessibility for attack and easy escape as well as vast rural and forest areas that are difficult to patrol and secure. Disruption in the transportation of freight can lead to a dislocation of supplies in a particular area as well as environmental problems in case of sabotage of rakes used to transport hazardous materials. Features used to secure airports and airplanes like passenger screening, and the elaborate deployments of metal detectors, X-ray machines, explosives sniffers, hand searchers, and armed guards cannot be transferred easily to railway stations.

A large number of casualties along with disruptions to transit seriously impact the public's faith in the government's ability to provide basic protection to its citizens. No security system can stop determined terrorists from attacking public places. Nevertheless, good security measures can make terrorist operations more difficult, increase the terrorists' likelihood of being detected and identified and keep casualties and disruptions to a minimum.

1.2 Security Issues on Indian Railways

An Indian railway station is typically overcrowded and easy to penetrate and attack. Substantial casualties can easily be inflicted with a Bomb attack. Further the railway track passes through vast stretches of forests and rural areas. These areas are difficult to patrol and provide protection to. Being a symbol of the central government, the Indian Railways (IR) are the focus of acts of vandalism and are an easy target of a number of agitations against the government –whether the state or the central government. Rail Roko agitations are an integral part of the protest movement of a number of agitations. Terrorists/ agitators perceive substantial psychological benefits in attacking Rail property and passengers. An attack is likely to leave passengers reluctant, however temporarily, to travel on the Railways. Providing security adds both to cost and travel time.

The IR carry around 19 million passengers and around 2.28 million tonnes of freight traffic daily on a network spread over 64015 route kilometres with 7030 stations. It is one of the largest carriers of passengers and freight in the world.

There is a substantial heightened threat perception to the Indian Railways due to increase in frequency of incidents of sabotage on railway tracks by terrorist/naxalite especially in Northeast Frontier/Jammu & Kashmir and Left Wing extremist affected states and numerous acts of agitators to deliberately disrupt rail traffic and hold governments to ransom. A couple of major accidents in the recent past including the derailment of the Rajdhani Express in Bihar in March 2010 due to a bomb explosion and the derailment of the Jnaneswari Express and collision with a goods train running on the opposite track in May 2010 highlight the problems of railway security.

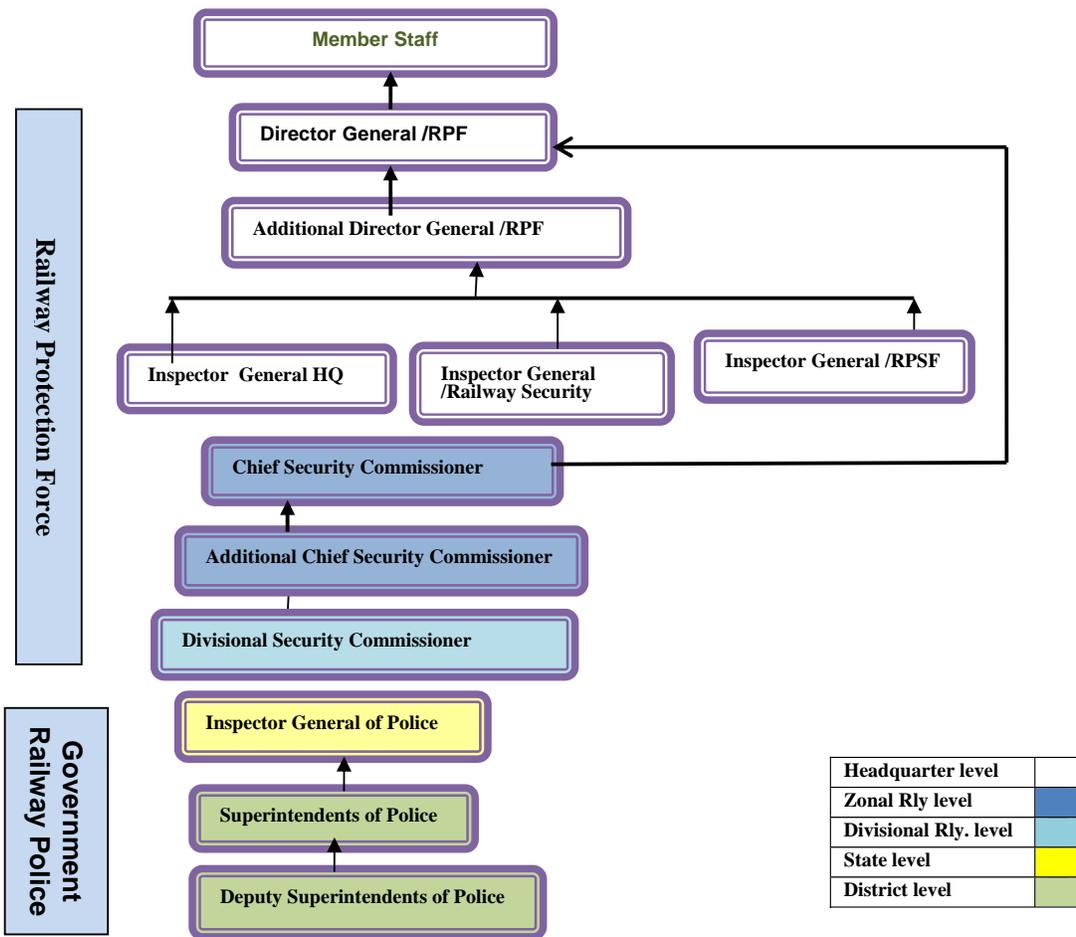
1.3 Security Management System on Indian Railways

Security on the IR is the joint responsibility of three agencies –

- i) Railway Protection Force (RPF) and the Railway Protection Special Force (RPSF- a specialized armed wing). Both these forces are under the administrative control of the Railway authorities. The RPF and RPSF primarily deal with the protection of railway property. Since the year 2003, security of passengers and passenger area has also been entrusted to the RPF.
- ii) Government Railway Police (GRP) which is under the administrative control of the respective State Governments. This is a wing of the State Police which exclusively deals with prevention and detection of crime and maintenance of law and order on station premises/passenger areas and trains.
- iii) The State Police under the respective State Governments. The state police deal with the security of tracks and bridges over the Indian Railways and the law and order problems beyond the outer signals of the railway stations.

Thus active co-operation and co-ordination between the IR and the State Governments is essential to ensure safety and security on Indian Railways.

ORGANISATIONAL CHART



1.4 Other Reports /Studies

Standing Committee on Railways of the 11th Lok Sabha had noted in its report (No.3 of 1996-97) that neglect of safety and security in the trains had been of great concern to the commuting passengers and that there was hardly any co-ordination among different agencies.

The Standing Committee on Railways (2009-10) of the 15th Lok Sabha in its Eighth Report presented to the Lok Sabha and Rajya Sabha in August 2010 observed that the issue of protection and security of Railway property and passengers was of crucial concern and needed urgent coordinated action. The report further stated that utmost priority should be accorded for the protection and security of Railway property and passengers to enable the Railways to achieve the targets they themselves have set, and compete with the best globally so as to provide world class railway services. It recommended that steps be taken to ensure safety of staff and passengers. The report assumes significance in the wake of heightened security scenario in the country, particularly with Terrorists and Maoist guerrillas repeatedly targeting trains.

1.5 Previous Audit Report

Security Management in Indian Railways was earlier reviewed by Audit and results included in Paragraph 2.2 of Report No.9 of 2000 (Railways) of the Comptroller and Auditor General (CAG) of India. In this report Audit had highlighted following weaknesses in the security system of the Railways:-

- The Performance Audit pointed out the need to evolve a strong unified overseeing arrangement which is absent as two distinct agencies are responsible for security on IR. RPF, an armed force under the control of the Railways is mainly concerned with protection of railway properties including booked consignments. On the other hand the state police including the GRP, is responsible for the security of passengers and their belongings as also that of the trains, tracks, bridges and railway premises.
- The Report highlighted that despite orders issued by IR that First Information Report's (FIR) forms are made available on trains; these were not available in over 75 per cent of the checked cases.
- The Performance Audit highlighted the decline in detection of cases involving loss of property. So far as compensation claims cases in respect of booked consignment were concerned, only eight per cent of such cases were registered with RPF for investigation. There was an overall decline in cases registered for dacoity /robbery but a sharp rise in the cases of murder and theft of passenger belongings.
- Implementation of scheme for modernization of RPF involving procurement of metal detectors, wireless communication system, bullet proof jackets, mobile HF sets etc. had made little progress.

In their Action Taken Note on this report, Ministry of Railways stated that by and large, the Security System on the Railways was functioning smoothly. Ministry further added the following:-

- Registration, prevention and investigation of crime cases are the responsibility of GRP. Ministry brought out that regular meetings are held between GRP and RPF authorities. The progress of investigation/prosecution and the disposal of the cases of dacoity/ robbery, murder registered by the GRP is not reported to IR.
- It was brought out that running staff like Coach Attendants, guards, RPF/GRP conduct checks regarding availability of FIR forms on trains in coordination with the commercial branch over all zones.
- Decline in detection of cases involving loss of property was attributed to deterioration in law and order situation. They added that the percentage of detection of cases has improved in the last five years.
- Regarding modernisation of security forces, the Ministry stated that procurement of new weapons, new gadgets like bomb disposal kit, wireless communication system and electronic devices is an ongoing process. The training curriculum of RPF personnel has also been revised and updated to impart new professional skills.

1.6 Budget Allotment and Expenditure

The final grant and actual expenditure in respect of the Security Department for the period 2005-06 to 2009-10 was as follows:

(Figures in crore of rupees)

Year	Final Grant	Actual Expenditure	Savings	Percentage of savings
2005-06	1014.56	959.28	55.28	5.45
2006-07	1029.42	936.47	92.95	9.03
2007-08	1217.98	1099.45	118.53	9.73
2008-09	1820.92	1592.68	228.24	12.53
2009-10	2138.60	2110.73	27.87	1.30
Total	7221.48	6698.61	522.87	7.24

Figures supplied by Zonal Railways

The priority accorded to security in the IR can be inferred from the fact that over the last five years only ` 6698.61 crore has been spent. This includes salary expenditure of ` 5882 crore (89 per cent of total expenditure). It is seen that expenditure incurred on security was more than double in 2009-10 as compared to the expenditure of 2005-06 with the steepest increase occurring in the last two years. Nevertheless, this expenditure comprised only 2.55 per cent of the total expenditure of Indian Railways during the year 2009-10. The expenditure per passenger on security worked out to only ` 2.86 approximately for 2009-10. Further, the Security Department surrendered funds ranging from 1.30 to 12.53 per cent of allotted funds during 2005-10.

1.7 Audit Objectives

Security is the degree of protection against danger, damage, loss and criminal activity. There are structures and processes that provide or improve security. This performance audit covers issues pertaining to security of railway passengers and railway property and covers a period of 5 years from 2005-06 to 2009-10. Audit has attempted an analysis and evaluation of the existing security system, the protection objectives and upgrades required in the security environment. The objectives of the performance audit were to evaluate the security system set up by the IR to obtain reasonable assurance regarding:-

- Adequacy of the follow-up action on the earlier Audit Report; and examination of the legal provisions governing security on IR.
- Protection of passengers and their belongings including strategy to control crimes at stations and in running trains.
- Safety of Railway property viz. tracks, bridges as well as other fixed structures including office buildings, yards, workshops and Production units
- Preparedness of Indian Railways to handle the enhanced threat environment

1.8 Audit coverage of the issue

This Performance Audit covers a period of five years from 2005-06 to 2009-10. This performance audit covers issues pertaining to security of railway

passengers and railway property. Details of the methodology followed and period covered has been indicated in [Annexure I](#)

1.9 Sample selection

While the overall position was reviewed for the Indian Railways as a whole (zone-wise), detailed study was restricted to two/three divisions in each zone as indicated in [Annexure II](#). Details of sample selected is summarised below:-

- Records of a total of 33 divisions were reviewed. Security arrangements provided, such as escorts by armed security personnel in moving trains, arrangement of registering passenger complaints etc., in 10 trains in each zone (total 164 trains) involving mainly night journey were also reviewed.
- Progress of implementation of Integrated Security System has been analyzed in respect of 41 out of 202 stations.
- In addition, a detailed study of security arrangements at 74 important stations on Indian Railways, such as provision of access control system, provision of adequate DFMDs, deployment of security personnel, provision of CCTV etc., was also done.
- Security arrangements at one workshop (19 workshops), GM's Office (15 GM's offices), hospital (17 hospitals), PRS servers (8 PRS servers) and yard (22 yards) in each zone were reviewed.

1.10 Acknowledgement

The audit objectives, scope of study and methodology were discussed with Director General /Railway Protection Force, Adviser /Finance at Railway Board as well as with General Managers /concerned departmental heads in the zones by the Principal Directors of Audit during entry conferences. The inputs provided on various aspects including the suggestions on sample selection and the cooperation extended by railways is acknowledged with thanks. The audit findings and recommendations were discussed with Director General RPF in an exit conference held in July 2011 in Railway Board. Similar exit conferences were also held by the Principal Directors of Audit in the zones, with concerned zonal authorities.