

# Loss of earnings (₹81.35 crore) due to injudicious deletion of rationalization order

REGIONAL TRAINING INSTITUTE INDIAN AUDIT AND ACCOUNTS DEPARTMENT, KOLKATA DECEMBER 2013

# PREJACE

Regional Training Institute, Kolkata was declared as Knowledge Centre for Railway Audit. As a part of our pursuit towards excellence in training in our assigned areas of 'Railway Audit', we attempt to bring out series of interesting cases of frauds / deviation from rules and regulation etc. reported and reflected in the Railway Audit Reports of C&AG, as case studies. In preparing the instant case study, the models adopted by INTOSAI and some other business schools have been followed.

The case study "Loss of earnings due to injudicious deletion of rationalization order" has been prepared based on the Audit Para appeared in Audit Report No.34 of 2010-11 of Comptroller and Auditor General of India – Railways.

I hope that the readers would benefit from this .The suggestion, if any, are welcome and would help us in future.

RTI, Kolkata December' 2013

> Arabinda Das Principal Director

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### Loss of earnings due to injudicious deletion of rationalization order

### 1. Background :-

The Railways Goods Tariff rules [Para 125 Pt.I(Vol. I)] contain that booking and dispatch of all goods traffic should be carried on the operationally feasible route and freight charges to be recovered by the shortest route. However, in some cases, the traffic is to be regularly carried on longer routes involving extra expenditure. Railways, however, rationalize such routes by issuing General Orders periodically under Section 71 (1) (b) of the Railway Act 1989. In effect, freight in the cases covered under the order is recovered by the rationalized routes instead of the shortest route. To bring all routes, where traffic was regularly carried via longer routes, under the purview of General Orders, Railway Board instructed the Zonal Railways (February1976, April 1998 and November 1999) to send the details of such routes for taking necessary action.

Ranjitpura (RNJP) near Bellary (BAY) is one of the prime iron ore loading stations in the iron belt of Karnataka state. Iron ore was booked from this station to Panambur (PNMB) and Kudremukh Iron Ore Company (PNKI) siding located near Mangalore (MAQ) via Madgaon (MAO). In May 2006, Hassan-Mangalore (HAS-MAQ) Broad Gauge line was opened for goods traffic and, thus, route via HAS became the shortest route (659 Kms) for the movement of iron ore from RNJP to PNMB/PNKI., Railway Board, however, due to operational requirements, rationalized the longer route (887 kms) via Madgaon (MAO) from June 2006, and notified the route for freight charge and this rationalization of the route remained initially valid till June 2007.

Railway Board further extended (March 2007) the rationalization order up to June 2008. But even before the extension order became effective, the route was deleted from the list of rationalized routes by the Railway Board on 26<sup>th</sup> March 2007 at the request of Zonal Railway Administration despite the existence and continuance of operational constraints cited earlier. While justifying the deletion of the rationalized route, it was claimed that Railway was losing an incremental traffic of about 30 to 40 rakes per month due to routing of iron ore traffic via MAO and this incremental traffic would automatically flow in if the iron ore traffic to PNMB were routed via HAS, the shorter route. Zonal Railway Administration also assured the Railway Board that henceforth all such traffic would run via HAS, the shorter route. As a result of deletion of the rationalized route, (1<sup>st</sup> April 2007), Railway charged all the rakes booked from RNJP to PNMB/PNKI by the shorter route via HAS at much lower rate.

Subsequently, Zonal Railway Administration, quoting varied operational constraints like reversal of engine and brake van at BAY, longer block sections, permanent and caution orders and shortage of crews etc. decided to revert back to the earlier position and proposed in September 2009 for re-rationalization of the longer route via MAO. Railway Board was yet to accede to the proposal.

#### 2. Environment:-

Though the longer route was deleted by the Railway Board from the list of rationalized route on the basis of assurance of Zonal Railway that all such traffic would be run via HAS, it was, however, noticed that during the period from April 2007 to December 2009, out of 981 rakes booked from RNJP to PNMB/PNKI, 902 rakes (92 per cent) moved on longer route (via MAO) and those rakes were charged at the rate applicable for shorter route via HAS. Since more than 90 per cent of the rakes booked to PNMB/PNKI moved via Madgaon, it proved that the assurance of Zonal Railway was not based on reality and evidently there was no sign of incremental traffic as justified in the proposal for deletion of rationalized route. It revealed that there was a loss of freight of ₹81.35 crore due to charging by the rate applicable for shorter route while carrying the iron ore by the longer route during the period.

#### 3. Opportunity to Prevent irregularity:-

- i) As Zonal Railway was well aware of the constraints involved in moving goods traffic through shorter route (via HAS), they could have avoided the loss of freight if the proposal for withdrawal of rationalization order were not mooted and sent to Railway Board.
- ii)The loss of freight could have been minimized if the Railway Board accepted the zonal Railway's subsequent proposal to revert back to the earlier position and re-rationalized the longer route via MAO.

### 4. Act of loss of revenue:

The Railway Administration's injudicious decision for deletion of longer route from the list of rationalized route in the prevailing adverse condition resulted in avoidable loss of earnings of ₹81.35 crore during the period from April 2007 to December 2009.

#### 5. Opportunity to detect and proving irregularity:

#### **Red Flag Indicators:-**

- i) Railway Receipts (RR) indicated that though the shorter route (HAS-MAQ) Broad Gauge was opened for Goods traffic in May 2006, iron ore was actually booked and charged by longer route (via MAO) till March 2007.
- ii) Railway Board further extended (March 2007) the rationalization up to June 2008. However, even before the extension order came into force (April 2007), the route was deleted from the list of rationalized routes by the Railway Board at the request of Zonal Railway Administration.
- iii) RRs indicated that during April 2007 to December 2009, iron ore was booked and charged via shorter route.
- iv) Train Movement Register maintained in the serving station revealed that out of 981 rakes booked from RNJP to PNMB/PNKI, 902 rakes (92 per cent) moved by longer route (via MAO).

#### Follow up of Red Flag Indicator: - Audit Examination and evidence collection.

- Acting on these red flag indicators, Audit party conducted scrutiny of RRs and it was noticed that with effect from April 2007 iron ore was booked and charged by shorter route although traffic was carried through longer route.
- Scrutiny of Train Movement Register maintained in the serving station revealed that during April 2007 to December 2009, out of 981 rakes booked from RNJP to PNMB/PNKI, 902 rakes (92 per cent) moved by longer route. The cause for carrying of iron ore via longer route was operational constraints.

iii) It was assessed by the audit party that Railway Administration had suffered a loss of earnings of ₹ 81.35 crore due to charging by the shorter route for the ore traffic carried by the longer route during April 2007 to December 2009.

#### 6. Lessons Learnt :

- a. Feasibility study for movement of traffic via shorter or longer route is to be done before determining a conventional or rationalized route for movement of any traffic. The same procedure is to be adopted at the time of deletion of a longer carrying route from the existing list of rationalized route.
- **b.** Immediate steps were needed to be taken by the Zonal Railway for the revocation of rationalization order when movement of traffic via shorter route was not possible due to operational constraints,
- **c.** Zonal Railway's subsequent proposal of re-rationalization of longer route was immediately needed to be accepted by the Board to avoid further loss of earnings.

#### 7. Enclosure for reference :

- Audit para 2.3 appeared in Audit Report No. 34 of 2010-11 of Comptroller and Auditor General of India – Railways.
- ii. Copy of the Railway Board's letter No. TCR/1125/94/3 of 06.10.1994.
- Copy of CFTM/SWR/UBL's letter No. T.339/P/Rationalisation/Vol.I dated 12.02.2007.
- iv. Copy of CFTM/SWR/UBL's letter No T.339/P/Rationalisation/Vol.I dated 29.09.2009.
- v. Copy of Special Letter No. SA/SWR/IHQ/SL/09-10/Rationalisation/4000 dated 12.11.2009.
- vi. Copy of the FA&CAO/WST/UBL's letter No. A/TA/HQ/UBL/Audit Spl. Lr dated 28.01.2010.

#### Chapter 2 Traffic - Commercial and Operations

## 2.3 South Western Railway: Loss of earnings due to injudicious deletion of rationalization order

Injudicious deletion of already implemented rationalization order in respect of a route resulted in loss of freight to the extent of ₹ 81.35 crore

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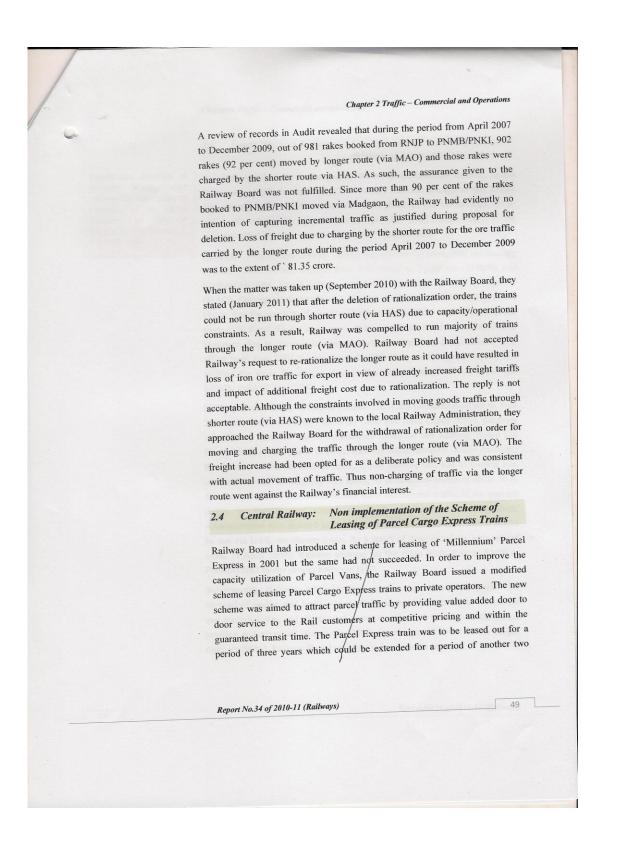
As a rule, goods were despatched by the route operationally feasible, unless there were specific instructions to the contrary from the consignors and freight was charged by the shortest route. The rules provided that Government by an order under section 7(1) (b) of Railway Act 1989 could charge freight by the route specified therein even if it was not the shortest route.

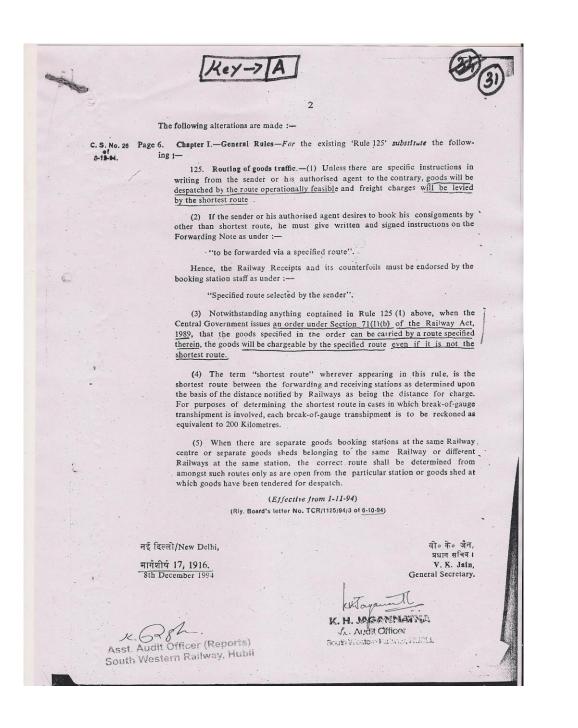
Ranjitpura (RNJP) near Bellary (BAY) was one of the prime iron ore loading stations. Iron ore was booked from this station to Panambur (PNMB) and Kudremukh Iron Ore Company (PNKI) siding located near Mangalore (MAQ). Subsequent to the opening of Hassan-Mangalore (HAS-MAQ) Broad Gauge line for goods traffic in May 2006, route via HAS became the shortest route (659 Kms) for the movement of iron ore from RNJP to PNMB/PNKI. However, due to operational requirements, Railway Board rationalized with effect from June 2006 the longer route (887 kms) via Madgaon (MAO) and notified the route for freight charge. The rationalization of this route was initially valid till June 2007.

Railway Board further extended (March 2007) the rationalization up to June 2008. However, even before the order came into force (April 2007), the route was deleted from the list of rationalized routes by the Railway Board (26 March 2007) at the request of Zonal Railway Administration. While justifying the deletion of the rationalized route, it was claimed that due to routing iron ore traffic via MAO, Railway was losing an incremental traffic of about 30 to 40 rakes per month and would benefit from incremental traffic, if the iron ore traffic to PNMB was routed via HAS, the shorter route. Railway Administration also assured to the Railway Board that all such traffic would be run via HAS, the shorter route. As a result of deletion of the rationalized route, (1.April 2007), Railway charged all the rakes booked from RNJP to PNMB/PNKI by the shorter route via HAS.

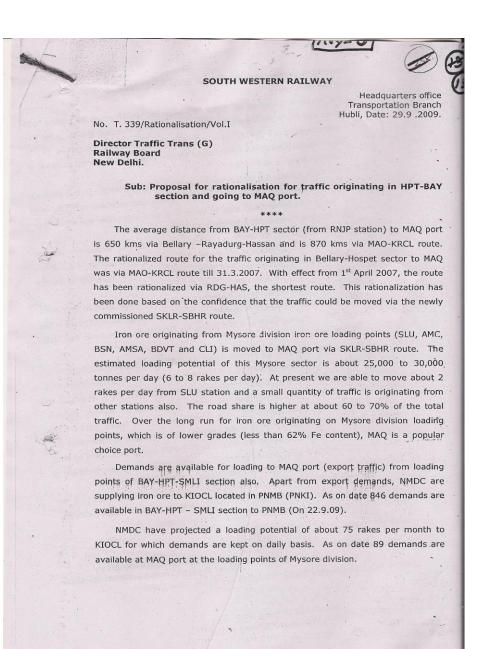
Subsequently, Railway Administration, quoting operational constraints like reversal of engine and brake van at BAY, longer block sections, permanent and caution orders and shortage of crews etc., decided to revert to the earlier position and proposed (September 2009) for re-rationalization of the longer route via MAO. Railway Board was yet to accede to the proposal.

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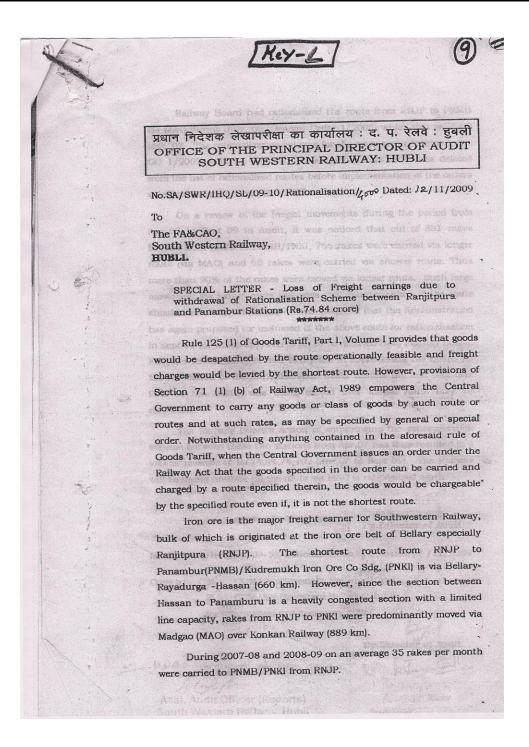




. T.339/P/Rationalization/Vol. I Date : 12.02.2007 ecutive Director Traffic Transportation (M),		
entine Director Traffic Transportation (M)		
way Board, w Delhi.		
Sub: Route Rationalization for the movement of Iron Ore.		
Ref: 1. COM/SWR's DO letter of even No. dtd.06.05.2006 addressed to Advisor (Traffic). 2. COM/SWR's letter No.240/Iron Ore/MAQ/Vol.I dd.20.12.06 addressed to EDTT(M)/RB/New Delhi.		
With reference to the above subject, South Western Railway would like to reiterate following points.		
<ol> <li>So far no orders of Railway Board have been received by South Western Railway regarding the booking of Iron Ore from Hospet - Bellary Sector to Panambur via Rayadurg instead of via Madgaon.</li> <li>The advantages of booking via Rayadurg were adequately highlighted in the above referred letters of South Western Railway.</li> <li>Further, we would like to add that South Western Railway is logsing an incremental traffic of about 30 to 40 rakes per month (equal to the number of rakes loaded to Panambur) because Panambur Rakes are presently moved via Madgaon. Number of trains that could be run via Madgaon is limited and the capacity is fully utilized. Hence, for every rake loaded to Panambur we are loosing an opportunity to load an additional rake to other destinations of Goa area (Sanvordam/Kosti/ Roha/KM). We are presently able to run 3 - 4 trains on Hassan - Mangalore Section.</li> </ol>		
		Necessary order may kindly be given permitting booking of Iron Ore traffic from ospet - Bellary Sector to Panambur via Raidurg so that South Western Railway is able to pture additional traffic in present peak season to meet its prescut target.
		(U. Krishna Murty) Chief Freight Transportations Manager
ppy: EDTT(S), Railway Board, New Delhi		
Asst. Audit Officer (Reports) South Western Railway, Hubli		



Experience gained over the period from April, 2007 to August, 2009 has revealed the following: a). For trains originating on SMLI-HPT-BYC section reversal of engine and brake van is necessary at Bellary. With no firm forecast available for the commissioning of Bellary bye-pass line this constraint continues to be there. Bellary being an interchange station and not able to do reversal of b). BIOP have invested 1 WIS rake from their siding to PNMB. In the absence of direct connection from BIOP siding to Obulapuram station, rakes have to be brought to Bellary and after reversal of engine and brake van have to b $\bigcirc$ started back towards RDG for going to MAQ. c). On account of longer block sections, permanents and temporary caution order, and acute shortage of crews, the running of trains on TNGL-BAY-  $^{\rm b}$ RDG section is very poor and EKMs earned on this segment is hardly d). As a result Railways moving majority of the rakes originating in BAY-HPT-... SMLI sector to PNMB via-MAO-KRCL route even though booked route is via RDG-HAS. Attempts to run the trains on RDG-HAS route have met with The capacity available for freight trains on HAS-MAQ section subsequent to the introduction of second passenger train has been reduced from the level of 5 trains each way per day to about 3 trains each way per day. It is desirable to utilize this capacity for running iron ore traffic originating on Mysore division loading points and going to PNMB. No major changes in traffic pattern are expected over the next one year over the system. It is desirable to rationalize the route for transportation of traffic originating in BAY-HPT sector and going to  $\ensuremath{\mathsf{MAQ}}$ through MAO -KRCL route, on which presently such traffic is moving because of Operational constraints and KRCL has the capacity to handle this traffic. There fore it requested to review the existing G.O No. 1/2008 dtd. 11.6.08  $\,$ (applicable from 15.6.2008). Proposal of this Railway as per the format (with the approval of COM/SWR) is enclosed for consideration please. (U. KRISHNAMURTY) py to: Joint Director Traffic Trans/Railway Board, New Delhi. Chief Freight Transportation Manager Abdit Chicor In Viostom Rahary, HUBLI Asst. Audit Officer (Reports) South Western Railway, Hubli



-0 Railway Board had rationalized the route from RNJP to PNMB via MAO during July, 06 (General Order 1/2006) which was valid till Mar ,07. The rationalisation scheme for the route was continued vide . GO 1/2007 valid till 30.6.08. Subsequently this route was deleted from the list of rationalized routes before implementation of the orders vide Boards letter dated 26.3.2007. On a review of the freight movements during the period from Apr 07 to Sept 09 in Audit, it was noticed that out of 831 rakes booked from RNJP to PNMB/PNKI, 766 rakes were carried via longer route (via MAO) and 65 rakes were carried via shorter route. Thus more than 90% of the rakes were moved via longer route. Such large movement via longer route indicates that rationalisation of the route should have been continued. It was observed that the Administration has again proposed for inclusion of the above route for rationalisation in Sept 09 for which approval is yet to be received from Railway Board. Reasons for the delay of over two years in approaching the Board for the revocation of the Rationalisation Order despite the fact that over 90% of the traffic was being moved over longer route may be elucidated. to JRU is with tanget block The Railway Board's action of withdrawing the rationalisation . scheme between these two stations from Apr,07 has thus resulted in a loss of revenue of Rs.74,84,74,402 (Apr,07 to Sept 09). The Railway will be losing revenue till the route via MAO is rationalized again. lax10) 10 (H.NAGARAJU) Me Dy.Director of Audit No.SA/SWR/IHQ/SL/09-10/Rationalisation/4000 Dated: 12 /11/2009 to 2 COM/Southwestern Railway/Hubli 1X Copy to CCM/Southwestern Railway/Hubli 2 for information and necessary action 120000 Dy.Director of Audit re P.DAS approval at F/24,25 pt 14100 12/11. Free In Audit Asst. Audit Officer (Reports) South Viestern Pathoy, HUDLI. South Western Railway, Hubli

