Sub: Preparation of estimates and Excess Expenditure incurred by Railway over and above sanctioned detailed estimates during the course of execution of projects.

Ref: (i) Railway Board’s letter No. 98/W-I/Genl/0/30 Pt. dtd. 25.07.2008.
(iii) Rly. Board’s letter No. 90/W-2/NL/E/5/Vol. II/Pt dtd. 27.01.2015.

Consolidated instructions regarding preparation of Detailed Estimates/Revised Estimates have been issued vide Railway Board letter mentioned at ref. (i) above.

Further, cases have come to notice of Board, wherein Railway have incurred expenditure much beyond the sanctioned amount and submitted Revised Estimate (RE) for post facto sanction of Board. Such situations have invariably arisen as a result of non-submission of RE in due time. Instructions were issued vide Railway Board letter at ref. (ii) above, that Revised Estimates should be submitted in time and no contractual liabilities should however be entered into unless revised estimate is sanctioned by Competent Authority.

Further, instructions were issued vide Railway Board letter mentioned at reference (iii) above, that all works may be executed as per scope of work sanctioned at the stage of detailed estimate. All deviations beyond GM’s power may be submitted to Railway Board and sanction obtained before the work is executed.

However, it is seen that these instructions are not being followed by Railways, resulting in uncontrolled excess in the estimates over the sanctioned quantities. Some of the common reasons of excess are:

(i) In New Line, Gauge Conversion Projects, embankment height have been raised to accommodate LHS/RUB. This has resulted in large variation in cost of land acquisition as well as earthwork. Instructions have been issued vide Railway Board letter dt. 10.06.2019 (reference (iv) above) and Level Xings have been permitted on projects where ROR of the project is less than 10. Instructions were issued that all the ongoing new line projects should be reviewed in light of above instructions.

(ii) Track centre is being kept more than prescribed as per instructions from Railway Board. This has resulted in extra acquisition of land and extra earthwork. On scrutiny in many projects it has been found that track centre prescribed by Railway Board was feasible at site.
(iii) In doubling projects ROB’s have been charged to doubling project. Instructions for sanction of ROB are clear on TVU basis with cost sharing with state governments.

(iv) Non standard spans are being used in bridges and ROB where it is possible to use standard RDSO spans resulting in extra expenditure.

(v) In New Line, Gauge Conversion, Doubling projects instances have been noticed where passenger amenities such as High Level platforms have been provided in much excess quantity of what has been provided in detailed estimate. Issue has been reviewed in Railway Board and instructions have been issued vide Railway Board letter dtd. 25.02.2020 (reference (v) above), wherein it has been clarified that length of high level platform will be restricted to longest plying/proposed train in the section.

(vi) In one of the doubling project of Zonal Railway, in a project of 29 Km doubling, loop lines of more than required have been made. Even the ROR of the project is negative indicating the traffic in the section.

(vii) Quarters which are due for replacement are being charged to Gauge Conversion and Doubling projects. Quarters justified on account of project only can be charged to the project.

(viii) Station Buildings and other passenger amenities are being charged in extravagant manner without sanction of detailed estimate and in much more quantity than to be provided as per extent instructions.

It should be appreciated that availability of funds is limited. Funds under EBR (IF) also have been tied up with loans on which interest is to be paid by Ministry of Railways. Therefore, tendency to provide facilities in extravagant and lavish manner has to be severely curbed. Any change in detailed estimate should be summarily rejected, unless extenuating circumstances are established for inclusion of revised facilities/higher standards at a later stage.

It is therefore desired that content of letter should be followed in true spirit and CAO(C) of Zonal Railways should take acknowledgement of this instruction from all CE/Dy CE’s and confirmation should be sent to Railway Board within 15 days. Similarly CMDs of PSUs should take acknowledgement from respective in-charge officers. Any violation of the instructions can lead to action against the officer responsible.

This has the approval of Board (ME).

(B.K. Gupta)
Executive Director/Proj. M
Railway Board
Tele/Fax: 011-23388236
& Rly. 44325
The General Managers,
All Indian Railways.

Sub: Platform length at Railway Stations for new line, gauge conversion & doubling projects.

References have been received in Board regarding provision of high level platforms in New Line, Gauge Conversion & Doubling Projects.

The matter has been considered in Board's office and following has been approved by Board (ME, MT & CRB):-

(i) For all New Line, Gauge Conversion projects, high level platforms should be restricted to the length of longest stoppage coaching train, proposed on that New Line/Gauge Converted Line and the remaining portion of the platform should be at rail level to accommodate a 26 coach train.

(ii) For all doubling, 3rd and 4th line projects, high level platforms should be restricted to the length of the longest stopping coaching train at that station and the remaining portion of the platform should be at rail level to accommodate a 26 coach train.

(iii) All loop lines should be of full length of required CSR and the rail level platform provided for 26 coach length should have the required technical clearance for upgradation to high level as and when required.

Zonal Railways should take necessary action accordingly.

Executive Director (Proj.M.)
Railway Board

25/2/20
(B.K. Gupta)
GOVERNMENT OF INDIA
MINISTRY OF RAILWAYS
(RAILWAY BOARD)

No.2019//W-1/Genl./land-LC

New Delhi, dt. 10.06.2019

General Manager,
All Indian Railways.

Sub:- Level Crossing on new line projects
Ref:- 1) Board’s letter No. 2006/CE-IV/LX/WP/1 dt. 09.01.2012
      2) Board’s letter No. 2013/W-1/Genl./O/30 pt-II dt. 18.06.2013 &
      3) Board’s letter No. 2013/W-1/Genl./O/30Pt-II dt. 11.09.2015.

It has been noted that as a consequence of Railway Board’s policy to have no level
crossings on new line projects, the bank height has gone up leading to increase in land
acquisition earth work having considerable financial implication. Many new line projects
unremunerative to begin with, have become unaffordably expensive, as land cost itself
constitutes 30 to 50% of the project cost.

With objective of keeping the project cost to the minimum, Board (ME,MT,FC and
CRB) it has been decided that :

For all new line projects under execution/ sanction and under sanction on Socio-
economic grounds with Rate of Return less than 10%, it is proposed to provide level
crossings as interlocked LCs in the estimates instead of LHSs/RUBs to minimize the
project cost by reducing land acquisition and formation cost. RUB/ROB can be provided
to eliminate level crossings if the formation level permits its construction without
raising or lowering the formation level specifically to accommodate them and with no
extra land acquisition.

All new line projects where land has not been acquired should also be thus reviewed
with immediate effect with overall objective of reducing the project cost

(B.K. Gupta)
Executive Director (Proj. Monitoring)
Government of India
Ministry of Railways
Railway Board


New Delhi, 27.01.2015

General Managers,
All Indian Railways.

Sub: Excess expenditure incurred by Railways over and above sanctioned detailed estimates during the course of execution of projects.

While examining the Revised Estimates for Railway projects (New Lines, Gauge Conversions and Doublings) submitted by Railways from time to time it has been observed that Railways have often incurred excess expenditure on scope of works not sanctioned at the stage of detailed estimates. This has been viewed very seriously by Board in view of present financial crunch being faced by Railways making it difficult for the Railways for making adequate allocations of funds for all the sanctioned projects on regular basis.

In view of above Railways are advised that henceforth all works may be executed only as per the scope of works sanctioned at the stage of detailed estimates. All deviations beyond GM’s powers may be submitted to Railway Board and sanction obtained before the work is executed.

Railways may please ensure strict compliance in the matter in future.

Anjum Pervez
Executive Director/Proj. Mon.

Copy to/- 1) CAO/Construction, All Indian Railways.
2) MD/RVNL.

27.1.2015
GOVERNMENT OF INDIA  
MINISTRY OF RAILWAY  
(RAILWAY BOARD)  

No.2013/W-I/Genl./0/30 Pt.II  

New Delhi, Dated: 15.12.2014  

The General Managers,  
All Indian Railways.  
General Manager/Con./NFR  

Sub:- Contractual Payment in case of excess over sanctioned estimates.  

Cases have come to notice of Board wherein Railways have incurred expenditure much beyond the sanctioned amount and submitted Revised Estimate (RE) for post facto sanction of Board. Such situations have invariably arisen as a result of non-submission of RE in due time. Railway should therefore prepare and submit RE for sanction of Competent Authority well before the sanctioned amount is expected to be exceeded.  

However, as per Para 1136 of Engineering code, payments in regard to contractual liabilities of existing contracts and payments in respect of salaries etc. cannot be stopped taking the plea that the expenditure has exceeded or likely to exceed the sanctioned amount. No further, contractual liabilities should however, be entered into unless the revised estimate is got sanctioned.  

Railways are therefore, advised to adhere to provisions of Engineering Code in regard to submission and sanction of revised estimate.  

This issues with the concurrence of Finance directorate of Railway Board.  

(Anisur Rehman)  
Director/Works-II  
Railway Board.  

Copy to: Chief Administrative Officers/Construction,  
All Indian Railways.
Check list and certificates regarding rates

1. Rate of different items to be adopted in estimates should be last accepted rates of
the items/Analysis of rate (if LAR is not available).

Certificates in this regard should be furnished.

2. In case of revised estimate it should be certified that the estimate is based on the
accepted rates of already completed works/works in progress, and the prevailing
rates during the year __________ for the works-in-progress.

3. Rates of sleeper/rail and other P-way fittings should be as per rates circulated by
Railway Board or Open Line for the purpose of preparation of estimates.

4. The reason for increase due to escalation w.r.t. Abstract cost in case of Detailed
Estimate and w.r.t. Abstract Estimate as well. The Detailed Estimate in case of
Revised Estimate should be brought out.

5. Variation statement should be vetted by Associate Finance.

6. Revised Financial Internal Rate of Return for the increased cost has to be worked
out and is enclosed (if this is not done, reasons for the same has to be
furnished).

Annexure V

Consolidated Variation Statement duly vetted by Finance.
Annexure VI

Detailed explanatory note for increase in cost

Explanatory note for increase in cost due to new items and increase in quantities should be given. The note should bring out the technical features leading to such variations covering following details:

a. In case of gauge conversion – Details and justification for diversion, if any.

b. Minor and Major bridges – No. of bridges proposed for strengthening (in case of gauge conversion).

c. Minor and Major bridges – No. of bridges proposed for rebuilding and the reason thereof (in case of gauge conversion).

d. Detailed technical justification for change in gradient increase of crossings.

e. Number of ROBs/RUBs being rebuilt or raised.

f. In respect of other plan heads also, the details of ROB/RUBs which have been proposed in lieu of level crossing should be given. It should be clearly brought out by the Railways whether the formation level has been raised specifically to accommodate RUB in lieu of level crossing or not. In case this has been done the cost implication thereof has to be indicated.

g. Detailed technical justification for change in the type of foundation, change in span and change in type of superstructure of minor and major bridges should be specifically brought out.

h. Detail technical reason for change in signaling standard should be given.

i. Justification for change in formation levels.

j. Similarly detailed technical justification for increase in the number and linear water-way for both major and minor bridges should be given.

Annexure VII

Views of Associate Finance and remarks thereon.

**********
13. (i) Whether variations in quantities have been adequately scrutinized?
(ii) Whether detailed technical justification for the variations in the scope/for inclusion of new items have been given in the explanatory memorandum?

14. (i) Whether variation statements for each sub-estimate prepared and enclosed?
(ii) Whether a consolidated variation statement prepared and enclosed?
(iii) Whether the variation statements have been vetted by Associate Finance?

15. Whether M&P items and/or off-line facilities provided in the estimate are directly related to the work under consideration?

16. (i) Whether provision of various D&G and other Misc. charges have been restricted to the bare minimum?
(ii) Whether Establishment sheets for all departments have been prepared and enclosed with the estimate?

17. Whether the details of CRRM have been mentioned clearly in the estimate?

18. Whether the Detailed estimate has been prepared after receipt of Detailed Estimate for the approach portion from PWD/State Govt? (In case of ROB/RUB)

19. (i) Whether forestry clearance is required?
(ii) If yes, what is the status?

20. (i) Whether all Annexure have been signed by an SAG officer?
(ii) Whether the Top Sheet and variation statements have been signed by SAG officers from the Executive and Accounts Departments?
## Statement showing the Standard & Basic facilities at various stages.

<table>
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<tr>
<th>S.No</th>
<th>Description</th>
<th>Facilities on existing MG section (for GC projects) &amp; existing single line (for DL projects)</th>
<th>Facilities as per Survey Report/Abstract Estimate</th>
<th>Facilities As per Detailed Estimate</th>
<th>Facilities sanctioned as MM or proposed to be sanctioned</th>
<th>Facilities as per Revised Estimate</th>
<th>Justification for change</th>
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Annexure to accompany the Estimates

a. Top sheet as per form E 702

b. Estimate as per for E553 & E554.

c. Check list for estimates as Annexure-I

d. Brief history, details of previous sanctions, latest status, detailed justification of work as Annexure-II.

e. Chart showing the facilities proposed in the original estimates, approval in further estimates (stage-wise) and now proposed in the estimate. It should be possible to see what changes have been brought out at which stage. This can be shown in a tabular form bringing out facilities provided in the Revised/Detailed estimate under consideration vis-a-vis the facilities and provisions in the Abstract estimate or in the detailed/revised estimate sanctioned so far (as Annexure III). Clear justification for the change has to be spelled out in detail.

f. Check list and certificate regarding rates adopted (to be prepared as per guidelines in Annexure IV.

g. Consolidated comparative statement showing the variation in cost w.r.t. the Abstract cost in case of Detailed Estimate, and variation w.r.t. Abstract cost as well as Detailed Estimate in case of Revised Estimate, clearly bringing out the variation due to escalation, variation due to change in quantities and variation due to new items should accompany the estimate. The reasons for variations should be given in brief in the statement (as Annexure-V).

h. Technical explanatory note for increase in cost due to new items and increase in quantities should be given. The note should bring out the technical feature leading to variations, for example, increase in the formation level, change the span and type of bridge, change of signaling std. etc. (as Annexure VI).

i. Views of Associate finance and remarks thereon (as Annexure-VII).

j. Above Annexure should be signed by an officer not below the rank of SA. Top sheet and comparative statement should also be signed by an officer not below the rank of SAG from the Executive and Accounts Departments.
Brief history, details of previous sanctions, latest status of work and detailed justification of work

1. Work originally approved in Railway Budget.
   i) Year
   ii) Anticipated cost: (Gross)
       (Net)
   iii) GMT (as per survey report):
   iv) No. of trains each way
       (as per survey report)

2. Details of all previous sanctioned Estimates.
   i) Sanctioning Authority
   ii) Letter No.
   iii) Cost: (Gross)
       (Net)

Total of sanctioned cost:

3. Estimate under consideration:
   i) Submitted on
   ii) Cost: (Gross)
       (Net)

5. Present status of work (for works in progress)

Physical progress up to (_______) (_______ %)
Month
Expenditure up to March (19___) (Rs._______)
Outlay for the year (10___) (Rs._______)
Financial Year
Balance to complete
Target date for completion

Brief Description of work completed.

6. Important features of the project

7. Detailed Justification of Work.
To enable expeditious processing of estimates for sanction in Board's office complete information as per Annexure I to VII (Copy enclosed) should invariably accompany the Estimate.

Estimates submitted to Board without the above mentioned Annexure will not be entertained.

Detailed Estimates, Revised Estimates, Material Modification proposals which are to be sanctioned by Board /MSR/MR should be personally vetted by FA&CAO/FA&CAO/C. All such estimates should have the personal approval of the General Manager of the Railway/Production Unit.

DA-As above

(Anjum Parvez)
Director Works-II
Railway Board

Copy to CAO/Cs all Indian Railways
Checklist for Estimates (Remarks against each should be given wherever required)

1. Whether the Final Location Survey has been completed (Indicate the agency which has done the FLS and the salient features of the project)?

2. Whether the L-section has been critically scrutinized and approved?

3. (i) Whether Free Board from HFLs and the clearances required for bridges have been taken into account while finalizing L-section?
(ii) Whether any condonation is required?

4. Whether Yard plans (A3/A4 size) have been approved by CTPM/COM and attached?

5. Whether the operating features approved by CTPM/COM have been considered while framing the estimate?

6. (i) Whether provisioning for land has been made as per prescribed norms and are reasonable?
(ii) Whether land rates obtained from Revenue authorities were considered? (Photocopies of related documents to be attached to justify the land rates)

7. Whether track standards adopted are in accordance with extant guidelines? (Railway Board’s authority/guidelines to be quoted)

8. Justification for adoption of Signaling and Electrical standards is to be given. Is it commensurate with the expected traffic in the section? (Please quote Railway Board’s policy letter)

9. (i) Justification for adoption of type of the Bridge be provided,
(ii) Have waterway calculations for Major Bridges been done?
(iii) Whether details of waterway calculation for important bridges enclosed?
(iv) Whether GAD of bridges have been finalized and approved?
(v) Whether Geo-technical investigations have been done?

10. Whether passenger amenities proposed at the station are as per the prescribed norms? Station-wise details of facilities being provided have to be furnished.

11. (i) Whether views of Associate Finance enclosed?
(ii) Whether administrative remarks to Finance comments given and enclosed?

12. Whether explanation for cost escalation of various items between the time of sanction of the work and preparation of the detailed estimate and between the sanction of detailed estimate and revised estimate given?
Sub: Preparation of estimates.

1. Of late it is observed that the Detailed estimates are submitted to Board for sanction with large variations in cost with reference to the sanctioned abstract estimated cost of the Project.

While a certain excess over originally sanctioned cost can be attributed to escalation in the cost of labour and material taken place during the intervening period, in several cases the excess is due to increase in the scope of work or material modifications to provide for items not contemplated at the approval stage of the project. Apart from large excesses in quantities particularly earthwork, items introduced subsequently include revision of track and signalling standards, provision of OFC, carriage and wagon facilities, yard remodeling, terminal facilities and passenger amenities.

In the circumstances, it is imperative to undertake a rigorous review of the nature and scope of works included under each sub-work in the sub-estimates of various departments, i.e. Civil, Electrical, TRD, S&T and Mechanical. The detailed estimate would, therefore, has to be examined with reference to the scope of work and standards of construction outlined at the Project Report stage. Any change should be summarily rejected, unless extenuating circumstances are established for inclusion of revised facilities/higher standards at the detailed estimate stage.

While it is important to take advantage of technological advancements for bringing about better efficiency and cost reduction, initial conceptualization of the project and forecast of expenditure has to be sound and precise, at least to a reasonable extent.

Railways may ensure that the planning for works is done more realistically and cost consciousness is kept in view so that need for expanding the scope of sanction at a later stage can be scrupulously avoided.

The tendency to provide facilities in extravagant and lavish manner has to be severely curbed. Estimates pertaining to service buildings particularly those for housing the S&T infrastructure, sheds in workshops, offices for inspectorial staff etc. have to be pruned down to bare minimum level only just to meet the functional requirements and nothing more.

2. It has also been observed that a number of Detailed estimates/Revised estimates/Material Modifications are being sent to Railway Board for sanction without full details and without adequate explanation and justification on the change in scope of work and increase in quantities. Even the variation statements are not being prepared properly. Back references have, therefore, to be made to the Railways for seeking clarifications. This results in delay.
GOVERNMENT OF INDIA
MINISTRY OF RAILWAYS
(RAILWAY BOARD)

No.98/W1/Genl/0/30-Pt. New Delhi, Dated 25.07.08.

FA & CAOs,
All Indian Railways.

Sub: Preparation of Estimates.

Attention is invited to the instructions contained in Board’s letter No.98/W-1/Genl/0/30/Pt. dated 13.06.08 (Copy enclosed for ready reference) on the above subject. Some Railways have desired to know as to whether the said letter has been issued with the concurrence of Finance Directorate of Ministry of Railways. It is hereby confirmed that the said letter has been issued in consultation with the Finance Directorate of the Ministry of Railways. Further action may please be taken accordingly.

Please acknowledge receipt.

(ANJUM PERVEZ)
DIRECTOR/WORKS-II
RAILWAY BOARD

Copy to: (i) EDF(X)-I, Railway Board.
(ii) CAO/C, All Indian Railway.