

FIFTY-THIRD REPORT
COMMITTEE ON PETITIONS
(SEVENTEENTH LOK SABHA)

MINISTRY OF PETROLEUM & NATURAL GAS

(Presented to Lok Sabha on 09.08.2023)



LOK SABHA SECRETARIAT
NEW DELHI

August, 2023/Sravana, 1945 (Saka)

CPB NO. 1 Vol. LIII

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Published under Rule 382 of the Rules of Procedure and Conduct of Business in Lok Sabha (Sixteenth Edition).

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ANNEXURE

Minutes of the 29th sitting of the Committee on Petitions held on 08.08.2023.

COMPOSITION OF THE COMMITTEE ON PETITIONS

Shri Harish Dwivedi - *Chairperson*

MEMBERS

2. Shri Anto Antony
3. Shri Hanuman Beniwal
4. Prof. Sanjay Sadashivrao Mandlik
5. Shri P. Ravindhranath
6. Dr. Jayanta Kumar Roy
7. Shri Brijendra Singh
8. Shri Sunil Kumar Singh
9. Shri Sushil Kumar Singh
10. Shri Manoj Kumar Tiwari
11. Shri Prabhubhai Nagarbhai Vasava
12. Shri Rajan Baburao Vichare
13. Vacant
14. Vacant
15. Vacant

SECRETARIAT

1. Shri T.G. Chandrasekhar - Additional Secretary
2. Shri Raju Srivastava - Joint Secretary
3. Shri Tenzin Gyaltzen - Deputy Secretary

**FIFTY-THIRD REPORT OF THE COMMITTEE ON PETITIONS
(SEVENTEENTH LOK SABHA)**

INTRODUCTION

I, the Chairperson, Committee on Petitions, having been authorised by the Committee to present on their behalf, this Fifty-Third Report (Seventeenth Lok Sabha) of the Committee to the House on the Action Taken by the Government on the recommendations made by the Committee on Petitions (Seventeenth Lok Sabha) in their Thirty-Ninth Report on the representation of Shri Vikram regarding need for employing specialised personnel by the Oil & Natural Gas Corporation Limited (ONGC) to adhere to Environmental Laws as well as effective liaisoning with the Indian Meteorological Department (IMD)/Coast Guard.

2. The Committee considered and adopted the draft Fifty-Third Report at their sitting held on 8 August, 2023.
3. The observations/recommendations of the Committee on the above matters have been included in the Report.

NEW DELHI;

HARISH DWIVEDI
Chairperson,
Committee on Petitions

8 August, 2023

17 Sravana, 1945 (Saka)

REPORT

ACTION TAKEN BY THE GOVERNMENT ON THE RECOMMENDATIONS MADE BY THE COMMITTEE ON PETITIONS (SEVENTEENTH LOK SABHA) IN THEIR THIRTY NINTH REPORT ON THE REPRESENTATION RECEIVED FROM SHRI VIKRAM REGARDING NEED FOR EMPLOYING SPECIALISED PERSONNEL BY OIL AND NATURAL GAS CORPORATION LIMITED (ONGC) TO ADHERE TO ENVIRONMENTAL LAWS AS WELL AS EFFECTIVE LIAISONING WITH THE INDIAN METEOROLOGICAL DEPARTMENT (IMD)/COAST GUARD.

The Committee on Petitions (Seventeenth Lok Sabha) presented their Thirty Ninth Report to Lok Sabha on 13 December, 2022 on the representation received from Shri Vikram regarding need for employing specialised personnel by the Oil and Natural Gas Corporation Limited (ONGC) to adhere to Environmental Laws as well as effective liaisoning with the Indian Meteorological Department (IMD)/Coast Guard.

2. The Committee had made certain observations/recommendations in the matter and the Ministry of Petroleum and Natural Gas were asked to implement the recommendations and requested to furnish their action taken notes thereon for further consideration of the Committee.

3. Action Taken Notes have since been received from the Ministry of Petroleum and Natural Gas in respect of all the observations/recommendations contained in the aforesaid Report. The recommendations made by the Committee and the replies furnished thereto by the Ministry of Petroleum and Natural Gas are detailed in the succeeding paragraphs.

4. In paragraphs 19, 20, 21, 22 and 23 of the Report, the Committee had observed/recommended as follows:-

Initiatives to strengthen the preparedness and response against unprecedented situations and emergencies

"The Committee while meticulously examining the representation of Shri Vikram inter alia regarding the need for employing specialised personal vis-a-vis the comments furnished by the Ministry of Petroleum & Natural Gas and ONGC, note that an incident on May, 2021 during the Cyclone Tauktae had severely impacted the entire operation along with the reputation of ONGC. Consequently, several personnel lost their lives due to sinking of vessels deployed for ONGC projects and due to lack of proper and timely measures during the cyclone Tauktae. The Committee further note that an inquiry was initiated leading to the constitution of a High Level Committee along with another Two-Member Committee which included DG (Shipping) and AS (Exploration) in the Ministry of Petroleum & Natural Gas, to ascertain the need for reforms related to the terms and condition governing hiring of vessels and also suggesting amendments and measures to avoid recurrence of such incidents, in future.

The Committee observe that ONGC claimed to have initiated various measures to mitigate and avoid such avoidable incidents in future. To this extent, ONGC have made arrangements with DG (Meteorology, IMD) towards providing weather forecast specific to their offshore fields along with creation of a 'Single Point Authority' - Marine Cell - for information and management regarding vessels, including safety related to marine operations. The Committee further note that ONGC has also committed to revise the Standard Operating Procedures (SOPs), emergency response protocol and 'Disaster Management Plan' to effectively address timely cyclone emergency response. Further, steps such as benchmarking of health, safety and environment practices through a Consultant of International repute has also been set in motion.

The Committee note from the replies of ONGC that in the aftermath of Tauktae incident, ONGC has taken several measures with respect to the issues pertaining to the preparedness and response to such unprecedented emergencies. With regard to the issues pertaining to the weather and Cyclone forecast, an MOU has also been signed between Director General (Hydrocarbon) (DGH), IMD, Director General (Shipping) (DGS), Indian Coast Guard (ICG) and Oil Industry Safety Directorate (OISD) for providing cyclone forecast, which is shared with all the stakeholders for time bound preparedness and action. The Committee further note that the Indian Meteorological Department is also providing training to key officials/ personnel to familiarize

them with the basic issues associated with cyclonic disturbances, monitoring and forecasting alongside such other inputs provided by the IMD. With regard to the issue of proper response, an emergency response plan with special emphasis on pre-emptive actions and prediction of cyclone for safety of all the personnel and assets involved has also been updated.

The Committee are constrained to note that only after the unfortunate and avoidable Tauktae incident, ONGC had initiated all the aforementioned steps to strengthen and secure the preparedness and response against such unprecedented emergencies. The Committee are of the view that a timely progress towards a comprehensive plan including steps to deal with such scenarios, ONGC's could have prevented the loss of precious lives and assets. The Committee feel that ONGC should immediately ensure a fool proof and step by step response mechanism to deal with any similar unprecedented emergency in future. The Committee urge the Ministry of Petroleum & Natural Gas and ONGC to come out with a comprehensive policy document which touches upon all Issues with regard to cyclone forecasting, emergency response plan, risk analysis based on all emerging factors. The Committee would like to mention the Importance of specific training of key officials/personnel along with regular drills to check and ensure proper efficacy of emergency response plan. To this extent, the Committee would like to recommend the establishment of well qualified emergency response teams and trained personnel under the overall guidance of a Chief Emergency Coordinator/Nodal Officer.

The Committee would also to like emphasis upon the importance of an updated 'Disaster Management Plan' with separate priority on region specific contingency plans. The Committee also suggest establishing a proper and extensively laid out communication channel along with control rooms and well defined escalation levels. The Committee would specifically like to point out the importance of coordination during such scenarios and therefore, would like the Ministry of Petroleum & Natural Gas, Indian Navy, Indian Coast Guard and all other stakeholder agencies to conduct mock drills, etc., to effectively deal with such emergency situations at sea including pre-emptive measures required in case of cyclones and tsunamis. The Committee find it disconcerting that the work related to Project Parivartan is still under progress. The Committee therefore, stress upon the Ministry of Petroleum & Natural Gas along with

ONGC to immediately resolve all issues to ensure that a 'Risk Based Contractor management System' is fully embedded in the project management, which shall include all formats and checklist for inclusion under Health Safety and Environmental (HSE) parameters for a proper contractor evaluation. The Committee also recommend that an objective procedure for contractor evaluation should be developed without fail and made a part of the bidding document. The Committee would therefore, like the Ministry of Petroleum & Natural Gas and ONGC to share the latest status of Project Parivartan with the Committee within three months of presentation of the report.”

5. The Ministry of Petroleum & Natural Gas, in their action taken reply, have submitted as follows:-

“ONGC has taken measures to further strengthen its HSE management and emergency response system on the basis of recommendation of the High Level Committee constituted by MoPNG. In addition to the measures taken to further strengthen its HSE management and emergency response systems, ONGC has also engaged an expert consultant to review various aspects of the HSE in the organization, assist in building up of risk competencies of leadership, management and frontline personnel, improve performance with respect to best HSE benchmarks and support in the implementation and monitoring of the strategies to achieve the desired targets.

ONGC has well defined preventive, control and mitigation measures to handle emergency situations. There is three tier system of handling the emergencies depending on the severity of events-

- (i) Site specific ERP (Emergency Response Plan),
- (ii) Offsite & Onsite DMP (Disaster Management Plan) for onshore and RCP (Regional Contingency Plan) for offshore, and
- (iii) CDMP (Corporate Disaster Management plan).

ONGC has further strengthened its emergency response measures by taking all precautionary measures on the onset of initial warnings on adverse weather conditions.

With respect to the recommended actions above, ONGC has undertaken various measures to strengthen the emergency response and HSE systems:-

- (1) Information related to weather and cyclone forecast, with location specific data, is being provided by IMD through MOU signed between DGH, IMD, INCOIS, DGS, ICG and OISD for providing cyclone forecasts to E&P companies. This helps ONGC for utilizing the IMSD data in addition to the information provided by M/s Skymet.
- (2) ERP (Emergency Response Plan) have been updated with respect to cyclone emergencies. The action is taken on the worst case scenario, the barges are to move to safe water and their movement is be monitored on VATMS (Vessel and Air Traffic Management System).
- (3) Regular drills are being carried out to check the efficacy of ERPs and RCP.
- (4) In order to enhance the risk competencies of personnel at various levels, trainings have been conducted for Key Executives and L1 level officers and also being conducted for other personnel at Senior Management, Middle Management, Line Management and Frontline personnel.
- (5) Emergency Response Team (ERT) consisting of officers from different disciplines has been constituted under senior most Offshore Asset Manager who also acts as Chief Emergency Controller during emergencies.
- (6) Marine Cell carries out pre-deployment inspection of all types of marine spread. Observations found are conveyed to user section and verification inspections are carried out to check compliance.

Vessels are deployed only after clearance from Marine Cell. Marine cell also vets Technical Specifications of vessels for hiring. On-board HSE inspections/drills are being carried out.

- (7) Weather limiting conditions for suspending operations have been incorporated in the revised Marine Operations Manual. Limiting conditions for barge withdrawal are covered under Installation/Rig specific ERP of adverse weather. Vessels have their own ISM (international safety management) procedures in the Marine Operations Manual limiting conditions for safe operations.
- (8) Disaster Management Plans/ Regional Contingency Plans have been updated. CDMP (Corporate Disaster Management Plan) has been thoroughly revised incorporating the DMP- 2020 of Ministry of Petroleum and Natural Gas (MoPNG), National Disaster Management Plan- 2019, MoPNG Guidelines issued on COVID-19, MoPNG Guidelines issued after Cyclone- Tauktae, recommendations by High Level Committee on Tauktae cyclone incident.
- (9) Communication channels, mechanism, control rooms, escalation levels are being regularly updated and circulated to all.
- (10) Through the above mentioned measures, safety systems of ONGC have been further strengthened to handle such cyclone related exigencies.
 - (a) Disaster Management Plans/ Regional Contingency Plans have been updated with respect to the cyclone related emergencies.
 - (b) Communication channels, mechanism, control rooms, escalation levels etc. have been identified. Contact Points of Control Room namely DGCOMM, Indian Navy, Indian Coast Guard, ONGC/DGH and their escalation are being regularly updated and circulated to all. Any advisory/alert issued by weather agency, Navy, Coast Guard, DGCOMM

(DG Comm Centre) are communicated to all installations and vessels for timely action. Advisories are also shared with other agencies.

- (c) In order to check the efficacy of the disaster management strategies, resources and response, regular drills are being conducted.. A table top exercise was carried out on 26th May 2022 in Western Offshore with 03 different scenarios including conditions of deep depression to Cyclonic prediction for five days, w.e.f. 26th May 2022 to 1st June 2022 with all stakeholders (internal / External) including MRCC, ODAG, Indian Navy & DG-Shipping.

Project Parivartan Progress:

Project Parivartan was launched to ensure that the recommendations given by the expert consultant, hired by ONGC, could be implemented within time bound manner by involvement of Key Executives. The timelines have been firmed based on the goals and way forwards have been decided. Work on the same is in progress and also being reviewed regularly by Higher Management of ONGC.

In Project Parivartan, various aspects of HSE are being reviewed, improved and implemented. The aspect of the contract management on the basis of HSE performance is one of the components.

Progress so far is brought out below:

- (i) Competency Building:
 - (a) Interactive training session on Leadership in Safety Culture for Executive Committee members (Chairman and Directors of ONGC).
 - (b) Programs for Leadership in Safety Culture for Key Executives and other L-1.

- (c) *Specialised course on Building HSE Competence for selected executives.*
 - (d) *Building Risk Competence training for Middle Management.*
 - (e) *Courses on Practical HSE implementation at workplace for Front Line Management.*
 - (f) *Safe Behavioral Management trainings for field personnel.*
 - (g) *Training program on Professional Event (Accident/ Incident) Investigation by Foreign expert.*
- (ii) *Review and update of Policies / Procedures and Documents. Following HSE related checklists and standard formats have already been brought in practice:*
- (a) *Business and HSE goals*
 - (b) *Contractor Safety Audit*
 - (c) *Loss Control Tours*
 - (d) *PPE*
 - (e) *Management Review Meeting*
 - (f) *HSE Performance Standards*
 - (g) *Risk Register*
 - (h) *ERP structure*
 - (i) *Bridging Documents*
 - (j) *Management of Change*
 - (k) *Planned General Inspection Guideline*
- (iii) *Review and update of HSE Management System Manual, the apex manual of HSE management in ONGC.*
- (iv) *Implementation of Stop Work Authority and Management of Change in SAP system.*

- (v) *Review of other documents and manuals like Marine Operations Manual, SOP for Offshore Visit, CDMP, etc.*

6. In paragraphs 24, 25 and 26 of the Report, the Committee had observed/recommended as follows:-

"Safety standard formulated by the Oil Industry Safety Directorate (OISD) and institutional mechanism with ONGC

The Committee note that with respect to the issue of safety standards prevailing in Oil and Gas Industry, the Oil Industry Safety Directorate (OISD) assumes a position of prominence towards ensuring compliance of updated safety standards vis-a-vis the earlier standards. Further, several institutional mechanisms are also available with ONGC to follow all such updated standards along with suitable measures to ensure overall safety. The Committee observe from the perusal of replies furnished by ONGC that OISD has developed over 120 standards for the oil and Gas Industry as of today, and such standards and guidelines are being periodically reviewed through pooling of knowledge and experience of all Industry participants and stakeholders, which includes discussion comprising of latest advancements, new/changed regulations along with lessons learnt from the incidents. The Committee appreciate the fact that OISD has created sub-Groups covering the entire activities in Oil and Gas Industry overlaying a wide spectrum of undertakings, viz., exploration, production, pipelines marketing, environment engineering and refinery and gas processing.

The Committee note with concern that although ONGC has emphasized upon the timely and regular revision/formation of safety standards, the 'Tauktae Incident' points out at the shortcomings in the, process. Further, substantial issues are still lagging pertaining to regular and timely updation of respective Guidelines, as also the issue of their internalization within the Industry and follow up in practice on a real time basis. The Committee are constrained to note that there are currently forty-six standards which are still under revision/formation stage. The Committee therefore, express their concern regarding the delay in updation of these forty-six Guidelines and are of the considered view that Ministry of Petroleum & Natural Gas and ONGC need to ensure immediate updation of these Guidelines.

The Committee, therefore, recommend that the Ministry of Petroleum & Natural Gas along with ONGC should resolve all pending issues and other road blocks pertaining to the functioning of OISD and its compliance. To this extent, the Committee urge the Government to effectively formulate, standardize and revise (whenever required), the Guidelines encompassing areas of operation and maintenance along with regular audits and continuous follow up of such audit action points. The Committee also desire that in the event of any accident/mishappening, the OISD, under the aegis of Ministry of Petroleum & Natural Gas, should analyse and investigate such incidents in a time bound manner and identify its root cause and formulate remedial Action Plan, so that such incidents are avoided in future. The Committee would like the Government and ONGC to share an action taken report on the issues pointed out in the recommendation, especially related to the updation of OISD Guidelines within three months of the presentation of the report.

7. The Ministry of Petroleum & Natural Gas, in their action taken reply, have submitted as follows:-

“Oil Industry Safety Directorate (OISD) has developed 120 standards covering all the areas of oil & gas industry. These standards are periodically reviewed and revised through a participative process with the industry. The process of standard development itself was internally reviewed and revised in 2020, wherein it was decided that standards shall be taken up for revision based on various factors like latest advancements, changes in regulations, lessons learnt from incident and based on age (once in ten years). On an average, it takes about two years’ time for revision of standard.

To meet the new requirement set internally by OISD for continual improvement (to review once in ten years) a higher number of standards are currently under revision. As on date, 60 standards are under various stages of revision/ new development. Out of these, 16 standards have already been adopted by Steering Committee and are ready for approval of Safety Council likely to be held next month.

The current version of standard remains valid till it is substituted by revised standard. As such, the revision process does not create any gap or absence of certain standard.

23 standards of OISD have been referred in various statutes like Petroleum Rules 2002, Gas Cylinder Rules 2016, Static & Mobile Pressure Vessels (U) Rules 2016, Oil Mines Regulations 2017 and various PNGRB Regulations.

A working group has been constituted by MoP&NG, comprising of members drawn from the Oil and Gas Industry (Upstream, Midstream and Downstream), PNGRB, OISD, Academia, Shipping and Fire Services with the scope to review the whole gamut of safety system and suggest necessary changes for Petroleum Sector in India, identify gaps in extant laws and recommend way forward to establish single safety regulator for petroleum sector.

OISD carries out External Safety Audit (ESA) of onshore & offshore E&P installations, refinery, gas processing plant, central tank farm, LNG Terminal, petrochemical plant, cross country pipeline, LPG Bottling plant, LPG import facility, depot, terminal, aviation fuelling station & lube blending plant on periodic basis to check and review whether the safety measures are being followed by the industry as per the laid down standards and to identify areas of noncompliance. In addition, Surprise Safety Audit (SSA) are also carried out of these installations on need basis. OISD has a good team of domain experts who have been provided specialised training in auditing. Audit team is formed with one or two OISD auditor complimented with industry expert as well as independent pool of auditors, to maintain high level of competency of the audit team, specializing in process safety as well as occupational safety. The sector wise audit checklist is quite elaborate encompassing all the requirements, which is also reviewed every year.

The audit report is reviewed at two levels in OISD before issue to maintain high level of professionalism. OISD audit is rated pretty high by the industry, because of which Ministry of Ports, Shipping and Waterways has asked OISD to carry out audit of POL handling and storage facilities of major Ports.

Compliance of OISD audit recommendations are monitored quarterly through a well-structured mechanism set up at OISD. Industry also regularly monitors the

compliance status of OISD audit recommendations at various levels – The Committee of Directors (CoD), HSE Board subcommittee/ Board of Oil & Gas Companies.

Further, the Directorate/MoP&NG lays special emphasis on liquidation of long pending recommendations. In addition to regular monitoring of such long pending recommendations at OISD by holding joint meetings with the industry, the status of such compliance is also deliberated at the Apex level i.e., in the Safety Council meetings wherein CEOs of all the Oil & Gas Industry both PSU as well as Private/JV companies are duly represented.

During FY 2022-23, OISD carried out the highest ever safety audits of 317 oil & gas installations (17% higher than last year) and 11229 km of pipelines (10.5% higher than last year). For the first time, OISD carried out organizational level audits in 2022-23 as per decision in the Safety Council. Also, pre-commissioning safety audits (PCSA) of 111 oil & gas installations and 3706 Km (27 audits) of pipeline were carried out.

OISD investigates major process related accidents in a time bound manner to identify the root cause(s) and to give recommendations to avoid recurrence of similar accidents in future. Some accidents have been jointly investigated with PNGRB. ED-OISD was member/ associated member of High Level Committee, which investigated Baghjan incident and Tauktae incident.

Out of 26 accidents that happened during 2022-23, OISD investigated 12 accidents mainly related with process safety. The case study based on investigation (also containing recommendations) is circulated to the entire industry for information and compliance, wherever applicable. The case study is also presented in various meetings and webinars (Suraksha Samwad and others) and published in 'Suraksha Chetna'.

The major accidents (related to occupational safety) which were not investigated by OISD, the concerned industry carries out internal investigation and the reports were reviewed by OISD and safety alert issued to the industry."

8. In paragraphs 27, 28 and 29 of the Report, the Committee had observed/recommended as follows:-

"Review of Disaster Management Plan (DMP-2021) vis-à-vis the earlier Plan

The Committee note that the Disaster Management Plan (DMP-2021) has incorporated various new provisions and changes with regard to the earlier Plan based on some recent Incidents. The Committee observe that the Oil and Gas Industry require resources like specialised machinery which Includes heavy equipment along with critical supply items, skilled manpower, etc., to keep functioning smoothly and therefore, it becomes crucial to ensure safety of personals and assets involved in such processes. The Committee are of the view that such security coverage can only be ensured with a comprehensive and iron-clad Rules/Guidelines that are mandated and followed in letter and spirit.

The Committee note that major changes incorporated in the revised DMP-2021 touches upon various points related to increased focus on IMO data for warnings, apart from inputs provided by other forecasting Agencies towards cyclone classification and wind speed, including worst case scenario for Initiating required actions. Further, Emergency Response and Disaster Management Plan (ERDMP) has now been reformed and is required to be certified through an accredit Agency, as approved by Petroleum & Natural Gas Regulatory Board (PNGRB), along with its periodic review to be done by the Industry. The Committee also observe that Quantitative Risk Assessment (QRA) is also required to be carried out prior to construction of any new facility, including carrying out major changes in existing facilities or once in every 5 years, whichever is earlier.

The Committee further note that on the aspect of preparedness and response including capacity building, the Oil and Gas Industry remain equipped with resources like specialised and heavy machine/equipment, critical supply items, technical manpower to fight disasters. The Committee therefore, recommend that the Industry must share this data of available resources with respective District Authorities in the prescribed format, for updation of India Disaster Resource Network (IDRN) database.

The Committee also acknowledge that such updation of the respective data Bank shall facilitate pooling of similar resources in case of any disaster in

shortest possible time which can then be utilized anywhere in the country wherever the need arises. The Committee therefore, recommend proper training, awareness and sensitization program to be introduced for personals at all levels including both primary and secondary work force. The Committee feel that these steps would go a long way towards enhancing their competency and skills leading to- disaster mitigation along different magnitudes. The Committee further desire enhanced focus on various safety issues such as injuries, hand/finger injuries, process safety, safety alerts, case studies of various incidents, to be covered under special workshops. Further, renowned Experts may also be roped in to further strengthen the safety management system and safety culture, wherever necessary. The Committee would like to be apprised of the action taken In this regard within three months of the presentation of the report to the house."

9. The Ministry of Petroleum & Natural Gas, in their action taken reply, have submitted as follows:-

"ONGC complies with all applicable rules and guidelines pertaining to safety of Assets and People. Quantitative Risk Assessment (QRA) is done at regular intervals at existing facilities, inception of new facilities and whenever any major change in design or process is there in existing facility. The data regarding the India Disaster Resource Network (IDRN) database is provided to OISD. In addition ONGC also collaborates with the industries at local level for pooling of resources and assistance in case of any emergency.

Trainings are conducted for competence development regarding disaster management for employees and contract personnel.

Special safety workshops on hand and finger Injuries, Process Safety, Safety Alerts and Advisories, case studies, Ten Safety Rules, etc., are being regularly conducted covering both ONGC employees and contract personnel. Sessions are also conducted through area experts on particular subjects of HSE. Regular awareness programs and interactions are being conducted at work centre levels by the senior officials and HSE personnel.

Various workshops and interactive sessions are conducted on risk competence building, Safe Behaviour Management, Conducting Accident Investigation,

Conducting of HSE Audits, etc. through renowned experts. It is being ensured to cover various levels of leadership, management and frontline workforce, including contract personnel, in these capacity building programs.

Technical webinar/ workshops covering all activities of hydrocarbon sector are organized by OISD to discuss latest developments, sharing of experiences etc. Case studies of major incidents are presented/discussed to prevent recurrence of similar incidents. International conferences and seminars are organized for the purpose of cross learning with active participation of experts from various fields.

Details of knowledge sharing activities during the year 2022-23 is as follows:-

“Suraksha Samwad – An opportunity to learn from mistake” is an endeavour by which OISD provides a platform to share experiences related to safety. In this webinar, subject experts from OISD and industry share their experience with all. It is an ‘open to all program’; any industry member can attend the program virtually through the shared link. During FY 2022-23, OISD Conducted eight Suraksha Samwad covering 2045 participants on various safety related topics as placed in Annexure 2. OISD also conducted 11 training/ webinar/ workshop covering 1819 participants and published 03 issues of “Suraksha Chetna”.

OISD had conducted 8 workshops/ “Internal auditor” training programs for E&P, MO-LPG, MO-POL and Pipeline industries with field training and covered around 1000 participants in 2022-23. A training cum familiarization program was conducted by DGH in association with OISD for 15 small & medium E&P operators in Aug'22 (approx. 40 participants) with faculty from DGH and OISD.”

10. In paragraphs 30, 31 and 32 of the Report, the Committee had observed/recommended as follows:-

“Review of Disaster Management Plan (DMP-2021) vis-a-vis the earlier Plan Health, Safety and Environmental (HSE) Policy including proper follow up and adherence of environmental norms by QNGC.

The Committee note from the perusal of replies from the Ministry of Petroleum & Natural Gas and ONGC that a renewed focus on Health, Safety and Environmental (HSE) related issues are being given highest priority in ONGC along with its analogous operations. The HSE policies involves managing risk on a day-to-day basis across all operations and acknowledging the responsibility to safeguard the people and property along with special emphasis on the environment. The Committee observe from the submission of Ministry of Petroleum & Natural Gas and ONGC that they have a three-tier system of handling the emergencies depending on the severity of events, viz., Site Specific ERP (Emergency Response Plan), Offsite & Onsite DMP (Disaster Management Plan) for onshore sectors and RCP (Regional Contingency Plan) for offshore sectors and Corporate Disaster Management Plan (CDMP). The Committee are constrained to note that only after the incident post cyclone Tauktae, the CDMP, ERP and RCP for offshore sectors have been revised. Furthermore, additional measures are now being taken for strengthening the HSE Management System of ONGC, along with proactive steps being taken towards engaging an Expert Safety Consultant (M/s DNV GL Pvt. Ltd.), to implement the Safety Management Assessment Project. In this regard, the Consultant is required to assess the prevalent safety scenario of ONGC, while pin-pointing the gaps and implement measures for their improvement. Therefore, the main aim of the project is to develop a robust safety, culture in the organization.

The Committee further note that the project is being implemented in three Phases with Phase-1 already concluded, wherein an organization wide. Safety 'Perception Survey' was also carried out. The Committee note that the Consultant has given several recommendations mapped in eight strategic goals and the respective recommendations are being monitored and implemented through dedicated syndicates, constituent of Key Executives. Also, Phase-2 is underway with capacity and skill building workshops being conducted for CMD and Directors, key Executives, Senior Officers, Middle Management, Line Managers and Field Personnel. Consequently, in order to further ensure time bound Implementation of the project, Project Parivartan has been launched by CMD, ONGC. The Committee are constrained to point out that the Ministry of Petroleum & Natural Gas and ONGC have not provided any exhaustive Information regarding Project Parivartan and therefore, the Committee disapprove of such an approach while sharing information with the

Parliamentary Committee. The Committee note that total fund utilization in HSE fund centre across ONGC during the last 5 years appears to be somewhat stagnant with ₹137 crore and ₹ 131 crore for the years 2017-18 and 2018-19, while that for years 2019-20 and 2020-21 stood at a similar ₹ 147 crore and ₹127 crore respectively. For the year 2021-22, an amount of ₹ 157 crore has been utilized.

The Committee recommend that ONGC should make concerted efforts towards increasing the allocation and utilization of funds under the respective head for a better and timely implementation of safety standards formulated by OISD during the forthcoming years. The Committee therefore, recommend that ONGC shall mandatorily comply with all the applicable laws, industry standards and codes to effectively promote occupational health, safety and environmental protection for sustainable development. The Committee further desire that the Ministry of Petroleum & Natural Gas and ONGC ensure enhanced awareness and involvement of stakeholders by including them in promoting occupational health, safety, environment protection while setting targets against International benchmarks. The Committee would like to be apprised of the action taken by the Ministry of Petroleum & Natural Gas and ONGC in this regard."

11. The Ministry of Petroleum & Natural Gas, in their action taken reply, have submitted as follows:-

"A note on the Project Parivartan is brought out below:-

Project Parivartan:

A. Background:

- (a) M/s. DNV GL Energy India Private Limited, Mumbai was hired, after due tender procedures, for carrying out the Project of "Consultancy services for Safety Management Assessment". Work started from 7th October 2021.
- (b) The overall objective of the assignment was to identify and assess the current safety management system, recommend

actions for improving safety culture to best globally benchmarked practices and assist in implementation of the recommendations.

(c) *The Project was to be implemented in 3 phases, which are as follows:*

(i) **Phase 1:** *This Phase is mainly gap analysis and is already completed.*

(a) *Gap analysis in terms of the current safety systems of ONGC.*

(b) *Accident and near miss analysis of last three years.*

(c) *Physical visits to 17 selected installations covering 1 Plant (Hazira), 7 Onshore production installations, Onshore Drilling Rigs (2 Drilling and 4 Work over Rigs) at Mehsana Asset, 2 Offshore Drilling Rigs (Sagar Uday & Trident II) and 1 Offshore Process Complex (Neelam), apart from interaction with key executives, employees in operations and concerned personnel from Base offices.*

(d) *Evidence (formal / informal) gathered during records verification at different work centres.*

(e) *Companywide Safety Perception Survey to quantitatively & qualitatively measure current safety policies, procedures and organizational safety culture. The Consultant submitted 67 recommendations, mapped into eight strategic HSE goals, for improvement of safety culture and HSE management system of the organization.*

(ii) **Phase 2:** *This Phase is capacity building and implementation phase. Phase-2 started w.e.f. 04.04.2022 with the initiation of training and certification of officers*

identified by Key Executives. During this Phase- 2, consultant was entrusted to assist ONGC to develop necessary competency and expertise to implement the recommendations of system improvement, suggested in Phase- 1.

- (iii) **Phase 3:** This Phase is monitoring and handholding phase wherein the consultant is to provide regular support, handholding, follow-up visits to work centers, evaluation/ independent checks of the HSE performance.

B. Launching of Project Parivartan

- (a) During the course of progress of Phase – 2, syndicates were assigned to plan and implement 10 strategic HSE goals which were mapped to the recommendations given by the Consultant.
- (b) Project Parivartan on 17th May 2022 to ensure that the planning of strategies, aligning of actions and utilization of resources is done in best possible manner through involvement of Top Leadership of work centres to achieve the target of 10 strategic HSE goals in defined time line. Ten Syndicates were formed on the basis of the ten strategic goals, as follows:
 - (i) Syndicate-1: Achieve leadership excellence culture by 2025.
 - (ii) Syndicate-2: Improving management system culture by achieving average safety rating of 7/10 by 2025.
 - (iii) Syndicate-3: Transforming the prevailing bureaucratic culture to learning organization culture by 2027.
 - (iv) Syndicate-4: Building risk competency based on training needs analysis by 2025.

- (v) *Syndicate-5: Ensuring total safety of Asset through Asset Integrity Management by 2027.*
 - (vi) *Syndicate-6: Ensure risk-based Contractor Management System by 2023.*
 - (vii) *Syndicate 7: Sustain and / or improve on Loss Time Incident Frequency Rate (LTIFR) by achieving result better than an average Industry Rate by 2027.*
 - (viii) *Syndicate-8: Design, Create and Implement Safety Management System Benchmarking (Internal & External) by 2025.*
 - (ix) *Syndicate-9: Resorting to green initiatives for zero emission pathway in backdrop of climate crisis.*
 - (x) *Syndicate-10: Elimination/mitigation of occupation-related health impacts & introduction of new initiatives for health improvement*
- (c) *The Syndicates formed in Project Parivartan are having regular meetings. The way forwards are decided and actions are strategized, accordingly, to achieve the targets with efficiency and time bound manner. During the deliberations of strategies, new course of actions and new goals are decided for successfully completion of each target.*

C. Review of the Progress

The progress of the Project is reviewed in meeting of Steering Committee, each one and half month. HSE Meets are attended by Higher Management every quarter, to review the progress.

D. Progress so far of the Project Parivartan:

(a) *Competency Building:*

- (i) *Interactive training session on Leadership in Safety Culture for Executive Committee members (Chairman and Directors of ONGC).*
- (ii) *Programs for Leadership in Safety Culture for Key Executives and other L-1.*
- (iii) *Specialised course on Building HSE Competence for selected executives.*
- (iv) *Building Risk Competence training for Middle Management.*
- (v) *Courses on Practical HSE implementation at workplace for Front Line Management.*
- (vi) *Safe Behavioral Management trainings for field personnel.*
- (vii) *Training program on Professional Event (Accident/Incident) Investigation by Foreign expert.*

(b) *Review and update of Policies / Procedures and Documents. Following HSE related checklists and standard formats have already been brought in practice:-*

- (i) *Business and HSE goals*
- (ii) *Contractor Safety Audit*
- (iii) *Loss Control Tours*
- (iv) *PPE*
- (v) *Management Review Meeting*
- (vi) *HSE Performance Standards*
- (vii) *Risk Register*
- (viii) *ERP structure*
- (ix) *Bridging Documents*
- (x) *Management of Change*

- (xi) *Planned General Inspection Guideline*
- (c) *Review and update of HSE Management System Manual, the apex manual of HSE management in ONGC.*
- (d) *Implementation of Stop Work Authority and Management of Change in SAP system.*
- (e) *Review of other documents and manuals like Marine Operations Manual, SOP for Offshore Visit, CDMP, etc.*

HSE Expenditures:

Regarding the expenditure of funds on the OISD compliances, it may be noted that the compliances are inherent part of the inception, design and processes. Various infrastructural revamping projects are being undertaken, amounting to thousands of crores of rupees, which are in compliance to the applicable OISD guidelines and standards. Therefore, in actual the HSE expenditures are inbuilt in the processes.

As recommended and advised by the Committee, ONGC shall always ensure that all the applicable laws, industry standards and codes to effectively promote occupational health, safety and environmental protection for sustainable development.”

OBSERVATIONS/RECOMMENDATIONS

Initiatives to strengthen the preparedness and response against unprecedented situations and emergencies

12. The Committee, while examining the issues raised in the report of Shri Vikram, had underlined several issues/points/contentions with regard to the overall state of Disaster Management Plan (DMP), Emergency Response Plan (ERP), Health, Safety and Environmental Management (HSE), etc., keeping in view the mayhem caused by the incident Tauktae in May, 2021. The Committee note that in response to the recommendations of the Committee, the Ministry of Petroleum and Natural Gas, in their action taken reply, have stated several points/assertions, which broadly appear to be adequate notwithstanding a few of them appearing to be of general and non-specific in nature.

13. The Committee, in their recommendation, on the initiatives to strengthen the preparedness and response against unprecedented situation and emergencies, had noted that an incident in May, 2021 during the cyclone 'Tauktae' had severely impacted the entire operation along with the reputation of ONGC. Further, as observed by the Committee, several personnel lost their lives due to the sinking of the vessels deployed for the ONGC project. The Committee had further pointed out that an inquiry was initiated with the constitution of a High Level Committee as also a Two Member Committee, which included Director General (Shipping) and Additional Secretary (Exploration) in the Ministry of Petroleum and Natural Gas, to ascertain the need for reforms related to the terms and conditions governing hiring of

vessels and also suggesting amendments and measures for reforms. The Committee are constrained to note that the Ministry did not provide any specific information/update with regard to the findings of the aforementioned inquiry Committee(s), outlining their recommendations towards the concrete measures to avoid recurrence of such incidents, in future.

14. The Committee had further noted in its recommendation that only after the unfortunate and avoidable 'Tauktae' incident that ONGC had initiated all the required steps to strengthen and secure the preparedness and response against such unprecedented emergencies. The Committee further note from the replies that although, the measures to further strengthen the HSE Management and 'Emergency Response System' on the basis of the recommendation of the High Level Committee constituted by the Ministry have been initiated, the specific recommendations/instructions as provided/suggested by them along with the report itself have not been shared with the Committee. To this extent, the Committee reiterate that the aforementioned report shall be shared with the Committee at the earliest. Further, the Ministry and ONGC shall ensure timely implementation of reforms along with adoption of measures to avoid recurrence of such incidents in future as suggested by the High Level Committee and the Two-Member Committee. The Committee further reiterate that the findings of the aforementioned Committees may be made public also to ensure appropriate feedback on the reports.

Safety standard formulated by the Oil Industry Safety Directorate (OISD) and institutional mechanism with ONGC

15. The Committee note that with regard to the issues involving the safety standards formulated by the Oil Industry Safety Directorate (OISD) and institutional mechanism within ONGC, the Committee had recommended that the topic assumes a position of prominence towards ensuring compliance of updated safety standard *vis-a-vis* the earlier standards. The Committee had also expressed their concern that although ONGC had emphasized upon timely and regular revision/formation of safety standards, the 'Tauktae' incident brought out the short comings in the process wherein, substantial issues pertaining to regular and timely updation of respective guidelines, along with the issue of their internalization within the industry and consequent follow up in practice was found to be lacking.

16. Notably, at the time of the presentation of this report, the Committee noted with constraint that there were forty-six standards which were under revision/formation stage. The Ministry, in their action taken reply, have stated that with a view to meeting the new requirements (*set internally by the OISD*) to ensure seamless improvement, which is supposed to be reviewed once every ten years, a higher number of standards are currently under revision. As on date, sixty standards are under various stages of revision/new development, out of these, sixteen standards have already been adopted by the Steering Committee and ready for approval of the Safety Council. The Committee are perturbed to note that the Ministry and ONGC have now set in motion a new set of requirements (*as proposed by the OISD*), while previously determined set of forty six standards were already under revision/formation stage. The Committee are of the considered view that Ministry and ONGC take a final call upon the set

of guidelines/standards and work out the same for actionable outcomes. The Committee therefore, once again, strongly reiterate their valid concern that delay in updation of such important guidelines is an unacceptable proposition and the Ministry and ONGC should at least, now ensure a time bound updation along with fixing of responsibility with regard to the ongoing delay. The Committee finally reiterate that the Ministry and ONGC should resolve/complete all the pending issues and other road blocks relating to the functioning of OISD and also ensure its full compliance.

Review of Disaster Management Plan (DMP-2021) vis-a-vis the earlier Plan

17. The Committee noted that with regard to the review of Disaster Management Plan (DMP-2021), various new provisions and changes based on some recent incidents *vis-a-vis* the earlier plan have been incorporated. The Committee had also pointed out that Oil and Gas Industry require resources like specialised machinery including heavy equipment along with critical supply items like skilled manpower, etc., to keep functioning smoothly and therefore, it becomes all the more paramount to ensure safety of personnel and assets involved in such processes. The Committee, in this regard, had opined that such security coverage can only be ensured with a comprehensive and iron-clad Rules/Guidelines that are mandated and followed in letter and spirit. The Committee are satisfied to note that ONGC has complied with all the applicable Rules and Guidelines pertaining to safety of assets and people, wherein Quantitative Risk Assessment (QRA) is also being done at regular intervals at the existing and new facilities and whenever any major change in design/

processes is effected. The Committee also appreciate that as per their recommendation, the data regarding the 'Indian Disaster Resource Network' (IDRN) database is provided to the OISD, and ONGC also collaborating with the industries at local level to ensure pooling of resources and assistance in case of any emergency. The Committee therefore, in consonance with their original recommendation, would like to further reiterate that proper training and awareness including sensitization program shall continue to be introduced for personnel at all levels including both primary and secondary workforce, to ensure adequate enhancement in their competency and skills for timely disaster mitigation, irrespective of its varied magnitude.

Health Safety and Environment (HSE) policy including proper follow-up and adherence of environmental norms by ONGC (including 'Project Parivartan')

18. The Committee, in their recommendation, had asserted upon the requirement of an updated 'Disaster Management Plan' with separate priority on region specific 'Contingency Plans'. The Committee also underscored the establishment of a proper and well-thought communication channels along with control room with well defined escalation levels. Further, the Committee had expressed their displeasure on the progress of the work related to 'Project Parivartan' and had recommended the Ministry and ONGC to resolve all pending issues to inculcate a risk-based contractor management system into the process of project management, so as to ensure inclusion of all formats and checklist under HSE parameters for a proper contractor management ecosystem. The Ministry, in their reply, have stated that the work related to 'Project Parivartan' is in progress and is being reviewed regularly by the Higher

Management of ONGC. The Committee are constrained to note that the Ministry and ONGC have been lacking with regard to the required initiative and seriousness to ensure timely completion and implementation of 'Project Parivartan' and its recommendations, respectively. The Committee therefore, reiterate their recommendation and urge the Ministry and ONGC to ensure time bound implementation of 'Project Parivartan' in the right earnest.

19. The Committee further note from the reply that although ONGC have updated the 'Disaster Management Plan(s)/Regional Contingency Plan(s)' with respect to the emergent scenarios/emergencies like cyclone and tsunamis, the Ministry have failed to share any pertinent and specific information regarding the changes being initiated/carried out in this regard. The Committee therefore, desire that the Ministry and ONGC should share with them the details of updation and steps proposed to be taken in anticipation of such emerging situations, both at sea and shore/land.

NEW DELHI;

HARISH DWIVEDI,
Chairperson,
Committee on Petitions.

08 August, 2023

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